



Mozambique Country Program Evaluation Synthesis Report 2004-2005 to 2008-2009



Evaluation Directorate Strategic Policy and Performance Branch Canadian International Development Agency (CIDA) February 10, 2010

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Director's Acknowledgement

I would like to thank Rémy Beaulieu, as Manager, and his Evaluation Team for their work. This Country Program Evaluation is key to CIDA as it is reviewing one of our major programs.

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Note: The photograph on the front page shows one of the sections of the "Azulejos" mural located in Maputo where the inscription "Fighting hunger is the responsibility of all" can be found.
We thank Luc Gilbert for taking this photograph.

List of Acronyms

AfDB	African Development Bank
AHSI	African Health Systems Initiative
AIDS	Acquired Immune Deficiency Syndrome
ARD	Agriculture & Rural Development
CDPF	Country Development Programming Framework
CHC	Canadian High Commission
CIDA	Canadian International Development Agency
CNCS	National Council to Combat AIDS
CPB	Canadian Partnership Branch (CIDA)
CPE	Country Program Evaluation
CSO	Civil Society Organization
DAC	Development Assistance Committee (of OECD)
Danida	Danish International Development Agency
DBS	Direct Budget Support
DFID	Department for International Development (UK)
EC	European Commission
ESSP	Education Sector Strategic Plan (PEE in Portuguese)
FRELIMO	Mozambique Liberation Front
FY	Fiscal Year
GBS	General Budget Support
GDI	Gender-related Development Index
GDP	Gross Domestic Product
GE	Gender Equality
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria
GoM	Government of Mozambique
HDI	Human Development Index
HIPC	Heavily Indebted Poor Country
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IMF	International Monetary Fund
M&E	Monitoring and Evaluation
MADER	Ministry of Agriculture and Rural Development (Mozambique)
MDGs	Millennium Development Goals
MEC	Ministry of Education and Culture Mozambique)
MICOA	Ministry for the Coordination of Environmental Action (Mozambique)
MINAG	Ministry of Agriculture (Mozambique)
MISAU	Ministry of Health (Mozambique)
MoU	Memorandum of Understanding
MPF	Ministry of Planning and Finance (Mozambique)
MTEF	Medium Term Expenditure Framework
NGO	Non-Governmental Organization
NHS	National Household Survey
ODA	Official Development Assistance
ODAAA	<i>Official Development Assistance Accountability Act (Canada)</i>
ODAmoz	Official Development Assistance Mozambique Data Bank
OECD	Organization for Economic Co-operation and Development
O&M	Operation and Maintenance
PAF	Program Assessment Framework (Quadro de Avaliação de Desempenho - QAD in Portuguese)
PAP	Program Aid Partnership
PARPA	Programa de Redução da Pobreza Absoluta (Program for Reduction of Absolute Poverty)
PBA	Program-Based Approach
PEN	National HIV/AIDS Strategic Plan

PRSP	Poverty Reduction Strategy Paper
PROSAUDE	Common Fund for Health Sector
PSU	Program Support Unit
RENAMO	Mozambique National Resistance
SADC	Southern African Development Community
SBS	Sector Budget Support
SEA	Strategic Environmental Assessment
SWAp	Sector Wide Approach
UK	United Kingdom
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organization

List of Project Acronyms

CI	Catalytic Initiative
COCAMO	Cooperation Canada Mozambique
CTF	Canadian Teachers' Federation
CRSP	Coastal Rural Support Program
DBS	Direct Budget Support Pilot Project
GBSPR	General Budget Support for Poverty Reduction
FASE	Fundo de Apoio ao Sector de Educação (Education Sector Support Fund)
IRWDP	Inhambane Rural Water Development Project
PLEM	Promotion of a Literate Environment Project
PPG	PROAGRI Partners' Group
PROAGRI	Agricultural PBA
PROSAUDE	Health Sector Common Fund
PROSAUDE II	Health Sector Budget Support
RDGI	Rights, Democracy, and Governance Initiative
SEED	Sustainable and Effective Economic Development
SEMM	Support for Educational Materials in Mozambique
SLAP	Sustainable Livelihoods and Agriculture Project
THRP	Training for Health Renewal Program

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Executive Summary

This Country Program Evaluation (CPE) for Mozambique has been undertaken as a response to the Canadian Federal Accountability Act, which requires all Departments to assess the performance of their programs every five years. It has also been undertaken in parallel with other CPEs in response to a Treasury Board requirement to review Program-Based Approaches (PBAs) including Budget Support.

Mozambique Context

Mozambique has been a major African success story in post-conflict resolution and rehabilitation. It is endowed with vast and untapped natural resources that can support its economic and human development. Since 1992, Mozambique has made considerable progress and the political and development terrain has rapidly changed for the better. The Government of Mozambique (GoM) has led the country's development with the Millennium Development Goals (MDGs), Agenda 2025, and the Program for the Reduction of Absolute Poverty (PARPA) providing the key elements of its development strategy.

While several of the PARPA targets will be achieved, several will not. Major human development deficits and tremendous challenges remain ahead. The most critical issue is how to translate high macroeconomic growth rates into effective action to reduce the acute poverty affecting the majority of the country's population. This challenge will require persistent commitment and hard work on the part of Mozambican citizens and their government (along with support from the international community) to reduce poverty, advance human development, and improve economic wellbeing in a sustainable manner. This will undoubtedly be made more difficult by the increasing frequency of natural disasters due to global warming. Mozambique's current situation can be summarized as follows:

- After a history of turmoil and civil war, since 1992 the country has experienced a period of relative peace.
- Over the past 10 years it has achieved a high level of economic growth (averaging 5%-8% per year).

- Human development remains very low. The prevalence of HIV/AIDS is increasing, affecting all social and economic activities.
- Strongly supported by the international community, the GoM has undertaken major administrative reforms at the central level that are slowly being expanded to the local and district levels.
- The country faces major environmental challenges with recurring cycles of drought and floods that are likely to be exacerbated by climate change.

Mozambique is a highly aid dependent country. In 2007 it received over US\$1 billion from members of the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD). The largest bilateral contributors are the United States and United Kingdom. Canada ranks ninth. There is a very dynamic donor community and coordination system in Mozambique through the Program Aid Partnership (PAP) in which Canada plays an active role.

Evaluation Coverage, Approach, Methodology

The Mozambique CPE, undertaken between October 2008 and June 2009, addressed eight evaluation criteria recognized by CIDA and the DAC: 1) relevance, 2) effectiveness/results, 3) sustainability, 4) coherence, 5) efficiency, 6) management principles, 7) cross-cutting issues, and 8) performance management/monitoring and evaluation. The CPE also looked at the relative performance of the delivery mechanisms/channels.

The CPE reviewed the CIDA interventions implemented over the CDPF period from 2004-2009, in the four sectors of concentration: 1) education, 2) agriculture and rural development, 3) HIV/AIDS, and 4) governance. It also examined the four cross-cutting themes: gender equality, HIV/AIDS, capacity development, and environment.

From FY 2004-2005 to FY 2008-2009, CIDA invested CAD\$324 million of which CAD\$227 million (70%) was contributed by bilateral funding, CAD\$82 million (25%) came from Multilateral Branch and CAD\$14 million (4%) came from the Canadian Partnership Branch (CPB).

A sample of 24 projects was reviewed on a rating scale of 0-5 (ranging from “highly unsatisfactory” to “highly satisfactory”). These projects represented approximately 70% of the value of CIDA’s entire portfolio in Mozambique (for rating scores, see Annex E: Program Aggregate Averages).

The evaluation team has benefited from the collaborative spirit demonstrated by the Mozambique Program team at headquarters and in the field throughout the CPE process, which has resulted in a mutually beneficial learning experience.

General Conclusions

Over the course of the period reviewed by this CPE, the nature and scope of the Canadian cooperation program in Mozambique has shifted substantially. From a project approach within the context of a Canadian cooperation strategy managed under Canadian rules and regulations approved at CIDA headquarters, it became a much larger and broader program in the context of donor coordination where decisions are made in the field among cooperation partners led by the GoM. The adoption of PBAs is a significant element of such global dynamics. In that context, the Paris Declaration on Aid Effectiveness approved internationally and embodied in the Canadian Official Development Assistance Accountability Act and the more recent Accra Agenda for Action create new responsibilities and obligations for CIDA at headquarters and in the field.

The increased focus on donor coordination in the field has led CIDA to make the right decision to decentralize program management. The evaluation team sees this as a move in the right direction. However, such a decision will have a limited impact if it were not to be accompanied by a number of management and organizational decisions that support this move. The lack of predictability of Canadian cooperation that in the past reduced CIDA’s credibility has been partially addressed by the Program through a long-term multi-sectoral Treasury Board Submission. The allocation of human resources to ensure the appropriate representation of CIDA in the various task forces and committees existing in Maputo remains an issue. The sectoral tables imply technical expertise and if CIDA wants to influence development outcomes including assuming a leadership role, the right person must be positioned at the right place.

Finally, the issue of the levels of delegated authority to the field must be addressed.

Overall, CIDA’s Program in Mozambique is satisfactory, contributing substantially to the well-being of the Mozambican people in all sectors of focus, and well aligned with PARPA (I and II). The evaluation team considers that, while there is room for improvement, the Mozambique Program—which has unfolded in a very favourable development context of local ownership and donor alignment—has achieved some very good results and is a sound, successful, and well-managed Program from which to learn and upon which to build.

CIDA is an active and respected member in the Program Aid Partnership (PAP) and Joint Review exercise. As a mid-sized actor, active and respected, CIDA is in a good position to recognize its limitations and pursue the discussion on Canadian cooperation with actors from the Canadian and international communities to find the “niches” where CIDA can be most effective within the whole, accepting to delegate responsibilities based on the principle of division of labour where appropriate.

CIDA’s 2004-2009 Country Development Programming Framework (CDPF) for Mozambique was designed based on a “balanced approach”, the appropriateness of which was confirmed by the 2007 CDPF Mid-Term Evaluation. The CPE team’s viewpoint is that the balanced approach was appropriate and reasonable at the time at which the CDPF was started. CIDA is a mid-sized actor and should continue playing a positive role in Mozambique. With a new CDPF being considered, CIDA should weigh where events have moved since 2004. In doing so, it should position itself strategically, directing its funding and human resources to where they will have greater impact and deciding where CIDA can play a role and where it cannot. In the crowded donor environment, it is important that the Canadian cooperation find the niche where CIDA can be most effective to help the GoM achieve its poverty reduction goals.

Of concern, the Program has a low level of sustainability due to Mozambique’s high level of aid dependency, the low capacity of its local institutions, and its limited taxation revenues. Support from the international community will continue to be needed in the foreseeable future. CIDA’s decision to decentralize the administration

of the Program in 2004 was appropriate but limited by the absence of real decision-making authority and appropriate technical resources in the field. The evaluation found that major efforts were dedicated to performance management on the part of CIDA, the GoM and the international community. Nevertheless, both the Canadian cooperation program and that of the GoM/PAP's management for results systems need to be strengthened.

Main Findings and Recommendations

The recommendations below apply to the bilateral program in Mozambique unless otherwise stated.

Findings on Relevance: The evaluation was asked to consider the extent to which the objectives of the development interventions were consistent with country needs. All sectors scored "highly satisfactory" (4.4 overall) on the issue of relevance, indicating a close alignment of the CDPF and PARPA. Given the human development deficit, most resources were dedicated to the social aspects of human poverty (education and health). The programs also kept strategic continuity in the programming despite the recurrent policy pendulum existing at CIDA during that period.

Recommendation #1 (Relevance): The Mozambique Program should keep the focus on poverty reduction especially in the area of education and find ways to reinforce its strategic role in that area, while opening a dialogue with Canadian and other actors of the international community and the Mozambican partners to determine where it can best contribute and make a difference in health, agriculture and rural development, while specific strategic interventions could be supported in the governance area.

Findings on Effectiveness/Results: The evaluation was asked to identify what has been achieved, related to the intervention's objectives, or is expected to be achieved. Overall, the effectiveness of the projects is "satisfactory" (3.1). General budget support, bilateral directive projects, and partnership responsive projects were rated "moderately satisfactory" (respectively 2.3, 2.4 and 2.6), whereas sector budget support, multilateral responsive projects, and bilateral responsive projects scored higher (respectively 3.1, 3.6 and 3.7, or "satisfactory"). This could be explained by some projects being over-ambitious, while others underachieved or had poor reporting on results. In

general, results were most difficult to demonstrate in the area of governance, while health, education and agriculture had several success stories. Limited evidence found to substantiate the achievement of results is likely due to the fact that the results-based management (RBM) system is more geared to monitoring activities than to tracking results.

Recommendation (Effectiveness/Results): see Performance Management and Joint Review below.

Findings on Sustainability: The evaluation was asked to examine the possibility of continuation of benefits from a development intervention after major development assistance has been completed. Overall, this element was "moderately satisfactory" (2.4), given the country's high level of aid dependency and the low technical capacity of its national and local institutions, making it unlikely that the current development interventions can be sustainable in the short to medium term. The bilateral and multilateral responsive projects appear to have higher sustainability ratings (3.1 "satisfactory") based on financial and technical criteria, while bilateral directive and partnership responsive projects were "moderately satisfactory" (respectively, 2.1 and 2.3). PBAs appeared to be less sustainable (2.0 "unsatisfactory"). The issue of "aid dependency" could put the country at risk, especially in the case where many international actors were reconsidering their contribution to pool funds and budget support interventions.

Recommendation #2 (Sustainability): The Mozambique Program should work in tandem with the international community to assist the GoM to address the issue of aid dependency. It should collaborate with interested international partners and local authorities in a capacity development facility that would help the GoM access international expertise in key strategic areas.

Findings on Coherence: The evaluation was asked to examine the consistency of development interventions among development actors including the government, non-governmental organizations (NGOs), and international organizations. The issue of coherence scored "satisfactory" (3.7) with two different sides to the coin. Overall, interventions were very coherent when measured against criteria of external coherence and complementarity to other donor programs and the GoM. The General Budget Support (GBS) investment was rated the most

coherent (5.0 “highly satisfactory”) as it is the core structure of the PAP (which is formed by the nineteen international donors). In that context, the CIDA Maputo-based team appeared to be active and well respected by the donor community and the GoM. CIDA participates actively in several working groups, including as chair. Concerning internal coherence, there were experiences of collaboration among multilateral and bilateral actors at the project level, however more coherence among Canadian cooperation channels (bilateral, multilateral, and partnership) would be needed in terms of information sharing and strategic orientations. The Accra Agenda for Action if it were to be fully implemented would have major implications on how donor coordination is organized in Maputo and would create new requirements for the CIDA management team in the field regarding the increased participation of civil society organizations.

Recommendation #3 (Coherence): CIDA is well regarded and could envisage playing an even more active role in the context of the donor coordination dynamic in Mozambique. Program managers at headquarters and in the field should dedicate more effort to sharing information, strategic thinking and monitor progress among Canadian cooperation delivery channels (bilateral, multilateral, partnership programs). Multilateral and bilateral teams should collaborate more specifically in the areas of health-HIV/AIDS and humanitarian assistance, while the bilateral program and CPB should cooperate to help strengthen civil society in Mozambique.

Findings on Efficiency: The evaluation was asked to assess how economically resources/inputs (funds, expertise, time) were converted to results. Efficiency was assessed as being “satisfactory” (3.2) in all sectors however certain delivery channels were rated as less efficient than others. Bilateral directive and partnership responsive projects were “moderately satisfactory” (2.8), while all other delivery mechanisms were rated higher: bilateral responsive projects and PBAs were “satisfactory” (ranging from 3.3 to 4.0), and multilateral responsive projects were “highly satisfactory” (4.1). The level of human resources at headquarters and in the field remained stable during the CDPF period with a minimal increase in the last year. As PBA participation and leadership in sector working groups seems to be increasing, the human resource mix between generalists and specialists will need to be reconsidered to have the right person at the right place. As well, longer-term

Canadian appointments are advised. The Program’s efficiency was affected by the limited delegation of authority in the field, the very slow approval process at headquarters, and the absence of capacity to respond to legal issues in the context of the 2009 negotiations for the PAP Memorandum of Understanding (MoU), putting at risk the credibility of Canadian cooperation.

Recommendation #4 (Efficiency): The Mozambique Program should seek to have the appropriate level of sectoral or thematic expertise and skill sets in the field on a sustained basis in areas where it wants to play a strategic role. *Corporate level consideration:* In order to strengthen field presence, the Geographic Programs Branch, in consultation with the “providers” of Agency corporate services, should consider various scenarios to improve the provision of corporate services and response to the field including contractual, legal and financial services; time needed for approval; and increased delegation of approval authority to the field.

Findings on Management Principles: The evaluation was asked to examine the management principles applied in relation to ownership, alignment, and harmonization as defined in the Paris Declaration. Overall, the sectors reported “satisfactory” adherence (average of 3.2). The CPE’s assessment was corroborated by two reviews on the same subject: (i) a survey sponsored by the DAC-OECD and (ii) a review sponsored by the PAP and undertaken by a private firm. All three gave Mozambique a high rating on the Paris Declaration principles, specifically mentioning the high quality of ownership and leadership, and strong application of the principle of alignment. Harmonization and coordination were acceptable, but could be improved, especially for common analytical work (e.g. in 2007, 337 donor missions took place but only 65 of them—19%—were jointly undertaken). However, since the 2008 Third High-Level Forum on Aid Effectiveness in Accra, it has been recognized that activities under the Paris Declaration principles need to include civil society organizations (CSOs) as well as government agencies. The issue of predictability of Canadian Official Development Assistance (ODA) that had negatively affected the credibility of the Canadian cooperation program in the field has been partially addressed by presenting a global program submission to the Treasury Board Secretariat in 2009-2010.

Recommendation #5 (Management Principles):

In tandem with other actors of the international community, the Mozambique Program should enter into dialogue with the GoM to improve civil society organizations' participation in Mozambique in line with the Accra Agenda for Action including through strengthening the capacity and independence of the Poverty Observatory—now called Development Observatory—or other institutions that can play a similar role. The Mozambique Program should bring to the attention of the Program Aid Partnership the need to put in place a method or system for sharing information regarding donor missions to Mozambique in order to reduce their overall number and increase joint analytical work by international organizations in sectors and themes of common interest.

Findings on Cross-Cutting Issues: The evaluation was asked to consider the extent to which the CDPF's cross-cutting issues—gender equality, the environment, HIV/AIDS and capacity development—were integrated into the Program's design, implementation and results. The “satisfactory” score (3.4) for cross-cutting issues derives mostly from their having been considered in policy and planning, rather than from evidence of results. Special recognition should be given to CIDA's role regarding gender equality where it has played a leadership role recognized by the international community. The contribution made in policy dialogue and technical terms could be complemented by strategic investments.

Recommendation #6 (Cross-Cutting Issues):

Given its already good credibility regarding gender equality, the Mozambique Program should consider developing a strategic approach including dedicating the necessary level of financial and human resources to be even more effective.

Findings on Performance Management: The evaluation was asked to assess whether the management strategy for assessing the performance of development interventions against stated results (outputs, outcomes and impacts) including Monitoring and Evaluation (M&E) was adequate and appropriate. Performance was considered “moderately satisfactory” (2.8) given again a variety of situations. The Joint Review (although requiring improvement, see below) and the PAP coordination process are considered by many as a good practice for the international

community. While at the project level, most interventions have been subject to an evaluation, attention remains focused on activities rather than on results and impact.

Recommendation #7 (Performance Management):

The Mozambique Program should strengthen the overall performance management of project interventions to make them more results-based and improve tracking and reporting on results especially regarding outcomes and impacts. This could include providing results-based management (RBM) training to staff and partners.

Findings on the Joint Review Process: The evaluation was asked whether the Joint Review process might constitute an appropriate tool to fulfil Canadian accountability requirements. In some aspects it was, and in others it was not. Given the high volume of aid and the large number of donors, a common assessment process is necessary to avoid GoM and donor duplication and to save transaction costs for all parties. However, the Joint Review process lacks independence and rigour. All participants in the process have an interest that the assessment be positive, and this influences how indicators are chosen and measured. The Joint Review process also includes a meeting between the GoM and CSOs. The evaluation team considered that this meeting did not meet commonly accepted standards of full participation. That said, even if it does not fulfil all of Canada's accountability requirements as far as evaluations are concerned, Mozambique's flagship Joint Review process is ostensibly one of the most sophisticated machineries that the donor community has put in place in Africa (the other one is in Tanzania) to ensure that donor coordination takes place. This system has entailed a proliferation of working groups, etc., that put much pressure and demands on the CIDA staff, managers, and advisers in the field. The CHC and PSU teams should be commended for their work at these venues which has earned Canada to be well-regarded and seen as a fair player in the donor community.

Recommendation #8 (Joint Review Process):

The Mozambique Program should work in tandem with other actors of the international community to streamline the Joint Review process in place in Mozambique to make it less cumbersome, while complementing it by other evaluation activities in order to respect the principles of impartiality,

independence and rigour. This should include strengthening the “accountability system” of the GoM and the capacity of other local actors.

Findings on Delivery Mechanisms/Channels:

The evaluation was asked to examine the relative performance of the various delivery mechanisms used by the Canadian cooperation in Mozambique, namely directive projects, responsive projects, General Budget Support (GBS) and Sectoral Budget Support (SBS). The CIDA management team has adopted a mix of delivery mechanisms, which the CPE finds appropriate to country needs, i.e. to help the GoM to address poverty reduction. Among the sample of projects reviewed, the bilateral responsive and multilateral responsive projects had a higher overall performance rating (3.7 and 3.9, or “satisfactory”), compared to bilateral directive and partnership responsive projects (2.8 and 2.9, or “moderately satisfactory”). The Paris Declaration indicates that 66% of all development cooperation should be channelled through PBAs by 2010. CIDA is in good position to comply with this requirement. The delays and transaction costs created by the limited delegation of authority to the field have affected the credibility of the Canadian Program management in Mozambique and its capacity to play a leadership role in the field. The increasing size of projects, especially PBAs, including GBS and SBS, creates an obligation for CIDA and the Treasury Board Secretariat to revisit the issue.

Regarding channels (bilateral, multilateral, partnership), CIDA needs to decide if it wants to be seen and perceived as “one actor” and take advantage of the potential synergies of collaboration among channels of cooperation. Some very good experience of collaboration exists in the CIDA Mozambique Program among multilateral, bilateral and partnership interventions. The Program’s capacity to identify and finance successful NGO projects initially funded by CPB, in order to increase the scope and reach of the good development results they were achieving in

Mozambique in health, education, and ARD (e.g. TRHP, CRSP, SLAP, PLEM, IRWDP), is a success story that should be institutionalized beyond the project level, i.e. to the program and corporate levels at CIDA.

Recommendation #9 (Delivery Mechanisms/

Channels): The Mozambique Program should maintain the relative balance regarding the use and management of different delivery mechanisms, taking into account their strengths and weaknesses based on an assessment of risk as well as the results that the Mozambique Program aims to achieve in its next CDPF. The Program should work in tandem with other actors of the international community in order to improve General and Sector Budget Support regarding the effectiveness in attainment of results, as well as the sustainability and inclusion of cross-cutting issues.

Management Response:

“The Mozambique team has seen this evaluation process as a positive experience. The evaluation team has been cooperative, open to suggestions and clear with their findings. The experience of conducting a Country Program Evaluation during the Joint Review in Mozambique was a learning experience for all parties involved. While it required an exceptional degree of flexibility on the part of the evaluation team, the Program feels it was a valuable experience which could impact the view of evaluation in highly harmonized donor environments. The recommendations are relevant to the Program and will affect future programming, but the findings, lessons, and conclusions of the evaluation will also have an impact on the Mozambique Program over the coming years.”

You will find in Annex I the full Management Response including commitments for action, responsibility centres, and target completion dates.

Introduction

CIDA is subject to the *Federal Accountability Act (FEDAA)* and has an obligation to evaluate all programs within a five-year period. Moreover, Canada is a signatory to the *Paris Declaration on Aid Effectiveness (2005)*, which requires the international community to adopt new principles and increase its use of the “Program-Based Approach” (PBA) delivery mode. Accordingly, like several other donors, CIDA has gradually applied these principles to its programs, which has led to changes in its management modalities. Upon approving CIDA’s Terms and Conditions in 2007 the Treasury Board requested that CIDA review its PBAs, including direct budget support, and report back on its findings by March 31, 2010.

The Mozambique Country Program Evaluation (CPE) meets these two requirements by applying a methodology that includes an assessment of the performance of CIDA’s development assistance interventions in Mozambique from 2004-2009, while including a review of existing PBAs and other delivery mechanisms. Unless otherwise noted, the period reviewed by this CPE covers five fiscal years (FY) – March 1 to April 30 – starting in FY 2004-2005 and ending in FY 2008-2009 and the financial information provided is in Canadian dollars (CAD\$).

1. Country Context

1.1 Economic, Social, Political, Administrative and Environmental Context

Once described as the poorest country on earth, Mozambique has, with the support of the international community, made remarkable progress since the signing of the Peace Agreement in 1992, especially in the area of economic stability and growth. With a strong average annual rate of economic growth of 5% to 8% between 1996 and 2006, driven primarily by foreign-financed “mega-projects” and large aid inflows, Mozambique is generally considered a success story in Sub-Saharan Africa.

1.1.1 Social Situation — Very low human development indicators

Yet while incomes have improved significantly most Mozambicans still live in extreme poverty and life expectancy is a mere 42 years. The country remains one of the poorest and most underdeveloped in the world both in terms of poverty and gender-based inequalities.

Table 1: Mozambique at a Glance

Population	21.37 million	Source:
GDP growth rate (% annual)	7.3%	World Bank
Population growth rate	1.9%	2007 Report
Life expectancy	42 years	(based on 2007 data)
Gross domestic product (GDP) per capita	US\$ 335	Source:
Literacy rate	38.7%	UNDP
HIV/AIDS prevalence (% aged 15-49)	16.1%	2007/2008 Report
Human development index (HDI) ranking	172/177	(based on 2005 data)

Mozambique is ranked 172nd out of 177 countries on the 2007-2008 Human Development Index and 145th out of 150 on the 2007 Gender-related Development Index.

1.1.2 Political Context — Era of peace after decades of civil war

Mozambique has enjoyed 17 years of unbroken political stability after decades of conflict related to the struggle for independence from Portugal (achieved in 1975), and a particularly destructive civil war (1977-1992), which all but destroyed Mozambique, leaving little in the form of infrastructure, human resources, or institutions. The political situation, although relatively stable, remains fragile. Under its 1990 Constitution, Mozambique is a multiparty democracy. The two dominant political parties are the Mozambique Liberation Front (FRELIMO, that has been in power since 1986) and the Mozambique National Resistance (RENAMO, opposition party and former guerrilla group). Since 1992, the country has had four general elections (1994, 1999,

2004, and 2009—all won by FRELIMO—Joaquim Chissano was elected president twice, and the current president is Armando Guebuza) and three municipal elections (1998, 2003, 2008). The next presidential, legislative and provincial elections are scheduled to take place in October 2009. Despite the passage of the Anti-Corruption Law in 2004, and the establishment of the Anti-Corruption Commission in 2005, Mozambique scores high on corruption. According to Transparency International, Mozambique ranked 126th out of 180 countries surveyed in its corruption perception index (CPI) for 2008. There are indications that the situation is worsening.

1.1.3 Economic Context — Growth without development

Following independence in 1975, the GoM pursued centralized economic planning as did many African countries. Post-conflict stability, democracy, liberalization, and prudent monetary and fiscal policies, combined with donor assistance, led Mozambique to economic growth well above the African average and among the highest in the world. From 2000-2006 real GDP growth averaged 8%. Inflation was reduced to single digits by 2007. The GoM has taken steps to improve revenue collection through fiscal reforms (such as the introduction of a value-added tax) and the reform of the customs service, but more needs to be done to mobilize tax revenues from mega-projects. The World Bank's Investment Climate Assessment 2009 noted that large-scale mega-projects had driven economic growth but had created few jobs, and urged reforms to boost support for small and medium-sized enterprises, simplify licensing procedures and streamlining the tax structure for foreign investors. The World Bank's study, *Doing Business in 2008*, ranked Mozambique 134th out of 178 countries for ease of doing business.

1.1.4 Administrative Situation — Slow but gradual decentralization

The public administration in Mozambique has undergone a series of changes since independence. With the introduction of a market-driven economy in the nineties, it was necessary to introduce changes in the excessive centralization of government that had characterized the previous period. A decentralization policy has been promoted from the outset but still has little to show in terms of results and the active participation of citizens at the local level. Public Sector Reform was introduced in 2001 to create the legal and organizational foundations on which fundamental administrative changes would be based.

1.1.5 Environmental Challenges — High vulnerability to weather related disasters

Mozambique, stretching some 2,500 kilometres along the south-eastern coast of the continent, is situated in a very vulnerable position, particularly in relation to the El Niño Southern Ocean Oscillation effect. It is a country where only 5% of the land area was under cultivation at the beginning of this decade, and where there is extensive forest and mineral resources. 90% of the population is considered dependent on these natural resources for basic needs.

Natural disasters take a very heavy toll on this population, vulnerable as it is, through poverty and HIV/AIDS, and where recovery of livelihoods from one disaster is set back by the next. Heavy rains in 2000-2001 flooded vast areas in the southern and central regions, displacing over one million people. In contrast, the years 2003 and 2004 were characterised by poor rainfall in the central and southern provinces. Mozambique is likely to be badly affected by global climate change in years to come. Lack of preparedness for the 2000 floods is attributed to the lingering effects of war and low priority given to preparedness and response capacities in the late 1990s. Early warning and flood control systems for Mozambique are a regional issue that should involve close collaboration with other countries of the Southern Africa Development Community (SADC). Experience has suggested that regional measures are not yet effective.

1.2 Evaluation Methodology

1.2.1 Evaluation Objectives and Scope

The broad objectives of the Mozambique Country Program Evaluation (CPE) are:

- To analyze the overall performance of CIDA's interventions in Mozambique (see specific criteria below);
- To assess the overall performance and synergy of interventions under the various delivery mechanisms and delivery channels in the context of the Country Program Development Framework (CDPF) objectives;
- To extract lessons learned from current programming and provide recommendations to inform CIDA's continuing program with Mozambique;
- To participate in the 2009 Joint Review Process and assess the benefits and challenges of this review and accountability process.

The scope of the evaluation covered the 5-year implementation period from FY 2004-2005 to FY 2008-2009 and included interventions that had become operational prior to 2004.

1.2.2 Evaluation Approach and Methodology

The overall approach to the evaluation was participatory and involved working closely with the Mozambique Country Program Team at headquarters, and at the Canadian High Commission (CHC) and Program Support Unit (PSU) in Maputo. The evaluation team benefited from the Program's collaborative spirit, which resulted in a mutually beneficial learning experience.

The adopted methodology was designed to meet the standards recommended by the OECD-DAC for program evaluation, the requirements of the Treasury Board's Evaluation Policy and CIDA's Evaluation Policy and Standards. The review used the CDPF and its Strategic Results Framework as its basic framework and primary reference point. The CPE's major information base was a sample of 24 projects selected from the CDPF's four sectors of concentration: education, agriculture/rural development (ARD), HIV/AIDS, and governance.

Various information gathering methods were used to collect multiple lines of evidence: i) document reviews, ii) interviews with key actors and stakeholders, and iii) direct observation of the 2009 Joint Review process, one of the most advanced systems of "government/donor" coordination in Africa, during the team's travel to Mozambique (March 15-April 10, 2009). There was limited time for site visits as the team concentrated its efforts on observing the Joint Review roundtables and meetings, including the Poverty Observatory's annual "government/civil society" meeting. Briefing/debriefing sessions were held at the start and end of the CPE with the CIDA Program management team at headquarters, and CHC and PSU in Maputo.

1.2.3 Key Questions and Criteria

The CPE team's information gathering activities were carried out to assess the performance of the Program through eight evaluation criteria (see Annex A-1): i) Relevance, ii) Effectiveness of results achievement, iii) Sustainability, iv) Coherence, v) Efficiency, vi) Management principles (Ownership, Alignment, Harmonization), vii) Cross-cutting issues, and viii) Performance Management (Monitoring and Evaluation). The CPE also looked at the relative performance of the delivery mechanisms and channels used by the Mozambique Program. Each of the selected projects was subject to a qualitative and quantitative assessment using the eight key evaluation criteria and a 5-point scale comprising the following ratings: "very unsatisfactory" (0 to 1),

“unsatisfactory” (1.1 to 2), “moderately satisfactory” (2.1 to 3), “satisfactory” (3.1 to 4), and “highly satisfactory” (4.1 to 5).

1.2.4 Sample Selection and the Evaluation Universe

Four criteria were used for the selection of the 24 sample projects: i) sector coverage; ii) delivery mechanisms (PBAs, directive projects, and responsive projects); iii) delivery channels (bilateral, multilateral, partnership); and iv) level of investment (only projects with a budget of \$250,000 or more were considered).

Annex A-2 provides a comparison between the disbursements of the CPE sample of 24 projects and the total disbursements for the five-year period 2004-2009, indicating that the sample coverage was 72% of the value of investments active during the period 2004-2009, and 30% of the number of projects (with a budget of \$250,000 or more), which was considered adequate. The sample included projects that had become operational prior to 2004, some of which had ended or were nearing termination on or before March 31, 2009.

1.2.5 Challenges and Limitations of the Evaluation Methodology

The CPE mission coincided with the 2009 Annual Joint Review. This was a rich experience to observe what is considered to be one of the most advanced systems of donor/government coordination in Africa. However this opportunity had several challenges. Due to the intensity of the Joint Review meeting schedule, key government informants were not available during the mission period. Other constraints encountered were:

- The absence of SMART formulation of expected results in some cases; that is, result statements that are **S**pecific, **M**easurable, **A**chievable, **R**elevant, and **T**ime Bound;
- For some of the CPB and multilateral projects in the sample that covered multiple countries or sectors, it was difficult to obtain adequate documentation to meet minimum documentation requirements (especially monitoring and evaluation information);
- Discrepancies were observed in the financial data between (i) the OECD-DAC coding for Canada as entered at CIDA headquarters; (ii) the CIDA internal database for Agency priority coding (CRAFT); and (iii) the data available on the Official Development Assistance Mozambique Data Bank (ODAmoz), which is based on the DAC classifications established by the donor community in Mozambique (ODAmoz uses voluntary self-reporting from donors and therefore may suffer inconsistencies).

1.2.6 Attribution versus Contribution Concerning PBAs

In the 2002 document “RBM and Accountability for Enhanced Aid Effectiveness”¹, CIDA established a number of principles to guide its actions. Of particular interest is Principle 8 (Avoid false attribution) in which the following recommendation was formulated on the issue of attribution: “...in its work on SWApS and capacity development, CIDA’s main preoccupation is that results be achieved, rather than attributing particular outcomes to particular CIDA-supported interventions. SWApS are complex and collective undertakings, the results of which are affected by multiple actors and factors. CIDA’s use of RBM should reflect this reality, and should avoid inappropriate recourse to attribution.” In the context of the PBA-type mechanisms that were reviewed as part of this CPE, while it was difficult to “attribute” particular successes to CIDA, the more important issue was that the donors, taken collectively, “contribute” to results.

¹ RBM and Accountability for Enhanced Aid Effectiveness, Ten Principles for CIDA Staff, May 20, 2002, p. 1-5

2. International Development Assistance Context

2.1 Donors and Development Assistance in Mozambique

Mozambique is one of the countries that is most highly dependent on foreign aid. During the period covered by this evaluation, external assistance has financed about half of the State Budget and an average of 15% of Gross Domestic Product (GDP). These figures may have been underestimated due to exclusion of off-budget funds. According to the OECD, 56% of the GoM's expenditure was expected to be financed by Official Development Assistance (ODA) in 2008, and nearly half (US\$ 435M) took the form of direct budget support.

In 2007, Canada ranked 9th among bilateral donors in terms of ODA based on the OECD-DAC data. Such sizeable inflows of outside financing have had important and closely linked implications with respect to the quality and effectiveness of foreign aid:

- A risk that government institutions may become more accountable to the cooperation partners than to the Mozambican people and an absence of transparency due to sources of financing outside the State Budget;
- A difficulty in the coordination/systematization of flows of information among the cooperation partners, the recipient sectors, and other State agencies;
- The administrative burden represented by the variety of information requested, the differing methods of evaluation, and other demands made by the cooperation partners;
- The emergence of distortions within the public sector owing to a proliferation of projects.

Table 2: Bilateral Donor Ranking in Mozambique (2000 to 2007)

Ranking (2007)	DAC Donors	Total ODA, Net disbursements (in million, US\$) The Tenth Largest Donors ² (2000 to 2007)							
		2000	2001	2002	2003	2004	2005	2006	2007
1	United States	115.52	91.84	159.68	135.40	109.96	85.36	108.85	153.38
2	United Kingdom	82.66	185.15	47.98	63.37	65.92	80.84	99.36	115.68
3	Sweden	46.27	42.62	45.27	56.53	67.92	79.25	91.75	103.57
4	Denmark	46.85	48.32	51.93	66.43	67.42	64.87	71.07	92.39
5	Netherlands	61.64	86.60	51.97	47.27	54.70	64.46	59.66	80.66
6	Norway	38.21	32.61	38.68	54.11	61.06	67.94	64.25	80.13
7	Ireland	15.39	18.70	29.37	39.90	48.69	48.31	53.81	68.72
8	Germany	47.76	40.70	156.93	37.91	38.65	42.64	64.85	61.78
9	Canada	7.99	13.88	9.02	26.70	27.34	56.19	49.36	57.34
10	Spain	23.52	11.65	33.53	22.58	32.48	29.35	33.56	53.75
TOTAL 10 Largest DAC Donors		482.24	593.94	660.49	562.89	561.07	604.63	769.79	867.40
TOTAL DAC Donors		623.53	720.21	1,660.99	697.06	731.25	760.21	938.31	1073.21
Ratio (10 Largest Donors versus Total DAC Donors)		77%	83%	40%	81%	77%	80%	82%	81%
Source: OECD-DAC									

² The selection of the donors is based on their disbursements in 2007, as of July 6, 2009 on the OECD-DAC site.

2.1.1 The Program Aid Partnership (PAP)³

According to the OECD-DAC Managing for Development Results (MfDR) Sourcebook on Emerging Good Practice, Mozambique's PAP is an example of best practice that has improved the quality and ownership of foreign aid. The PAP was established in 2004 between the GoM and the group of Program Aid Partners (a group of donors, now numbering 19, known as the G-19) through a Memorandum of Understanding (MoU), which was renewed in 2009.

The 2004 and 2009 MOUs set out the objectives, principles and commitments for the GoM and PAP; the processes for reporting, monitoring and dialogue; and the dispute resolution and disbursement processes that all signatory donors have agreed to, including the conditionality for GBS. Both the GoM and Program Aid Partners have adopted the use of a Performance Assessment Framework (PAF) – a summary statement of government priorities – as the shared instrument for dialogue, for assessing the government's performance in the previous year, and for the donors' support commitments for the following year. In addition, the donors are committed to reporting to the GoM on their performance against their commitments, as the basis for joint assessment. These donor commitments cover actions in five areas of concern arising from the Paris Declaration: predictability of funding; alignment and harmonization; administrative burden; transparency; and capacity building.

2.1.2 The Joint Review Process

The Joint Review Process is scheduled to coincide with GoM's fiscal year. The coordination of donors is accomplished through a complex organizational structure with meetings scheduled to coincide with the Joint Review Process. The fora for dialogue include:

- **Heads of Mission** also play a key role in the aid architecture in Mozambique.
- **Heads of Cooperation** meet monthly to discuss performance against the PAF and the commitments of the Program Aid Partners.
- A **"Troika plus" group**, consisting of the previous, present and future chairpersons of the group of Program Aid Partners, plus the European Commission and the World Bank.
- **Working groups** active throughout the year on specific aspects of policy (28 at the time of the 2009 Annual Review and an additional 39 working sub-groups). Most have two co-leaders, one from each of the government and the donors.

The Program Aid Partners dialogue system is open to the G-19 donors providing general/sector budget support. Since 2009, two major donors – United States and Japan – have observer status and collaborate with the group, coordinating aspects of their aid and participating in some working groups without contributing to GBS. Other donors such as China (US\$70 million in 2007) remain outside the PAP structure.

2.2 Mozambique's National Development Agenda

2.2.1 Overview

Mozambique's development agenda is elaborated through different instruments: 1) Agenda 2025 appeared in 2003; 2) the Five Year Plan is inspired by Agenda 2025; and 3) the PRSP/

³ The information on the Program Aid Partnership (PAP) is drawn from OECD/DAC Sourcebook: Second Edition, Mozambique: Poverty Observatory and the Program Aid Partnership (PAP): Policy Dialogue, Civil Society Consultation, and Mutual Accountability of Donors and Government, p.71-73.

PARPA sets the objectives and strategies for poverty reduction over a 5-year period. The PRSP/PARPA is operationalized through: i) the Medium Term Fiscal Framework, ii) the Economic and Social Plan that includes priority indicators and targets, and iii) the State Budget.

2.2.2 Mozambique's Action Plan for the Reduction of Absolute Poverty (PARPA)

In 1999, with support from the United Nations Development Programme (UNDP), the GoM developed its first poverty reduction strategy (known as PARPA, its Portuguese acronym), which marked a turning point in Mozambique's efforts to reduce poverty and promote economic growth. PARPA I (2001-2005) was built on the submissions of the line ministries and not debated widely across the government, although it was heavily consulted with donors and reflected existing donor strategies towards achieving the MDGs. As a National Plan, it was highly skewed towards the provision of basic services in health and education in line with the philosophy underpinning debt cancellation. With the approval of PARPA I by the International Monetary Fund (IMF) and the World Bank, Mozambique qualified for Highly Indebted Poor Country (HIPC) debt relief.

PARPA I (2001-2005) targeted poverty reduction in six priority areas: health, education, infrastructure, agriculture, governance, and macro-economic/financial policies. PARPA II (2006-2009), Mozambique's current national development strategy, is being extended for another year. PARPA II is intended to reduce the incidence of poverty, from 54% in 2003 to 45% in 2009, and envisions an enabling state in which the private sector is the main engine for growth and for poverty reduction. Structured around three pillars (governance, human capital, and economic development), PARPA II sets out an ambitious program of 40 targets (34 at the output level and 6 at the outcome level) most in a straight-line track to meet the MDGs by 2015.

2.2.3 Millennium Development Goals (MDGs) in Mozambique

If Mozambique meets the targets in PARPA II, it will be on-track for the majority of MDGs, a startling achievement for a country ranked among the poorest in the world in 2000 when the MDGs were adopted. Whilst the MDGs intend to evaluate progress since 1990, in Mozambique there is little inclusive and reliable statistical information (i.e. with national representativity) for this period due to the civil war at the time. The collection of more reliable statistical data began with the undertaking of the National Census and National Household Survey (NHS) in 1997. These two data sources allowed the definition of a set of indicators as established in the MDGs. Nevertheless, the GoM remains confident that it will meet many of the MDG targets.

2.2.4 The Poverty Situation in Mozambique

From 2006-2008, no national data was available on poverty trends. The most recent National Household Survey (NHS) was conducted in 2003, but published only in 2005, and the survey conducted in 2009 will not be released until 2010, following the October 2009 election.

The most recent NHS (2003) estimated that 54.1% (nearly 10 million people) lived below the national poverty line. Much of this growth has been attributed to relatively broad-based economic growth in 1996-2007, initially driven by the post-war rebound as rural populations were able to resume a normal economic life. A few mega-projects also had a strong influence on overall performance. Large-scale poverty reduction is a long-term and extremely complex process, especially in Mozambique where the starting point is so low. The majority of the population are subsistence peasants, with high levels of illiteracy, high mortality rates and living under the threat of natural disasters.

Table 3: Poverty in Mozambique

Region	1997	2003	2009 (projected)
Nationwide	69.4%	54.1%	45.0%
Urban	62%	51.5%	
Rural	71.3%	55.3%	

2.2.5 The Poverty Observatory

In April 2003, the GoM set up a Poverty Observatory as a consultative forum for the GoM and its international partners to monitor the objectives, targets and actions of PARPA, specifically those related to poverty reduction. The Poverty Observatory is comprised of representatives from the GoM, the donor community, the private sector, academics and the Mozambican civil society. The National Poverty Observatory was followed by the creation of Provincial Observatories in 2005.

The observatory has no legal identity. In the absence of “rules of the game”, the meetings involve a presentation by the GoM and a presentation by a member from civil society. Theoretically these observatories are to serve as a review and accountability function, but in reality it is not a participatory mechanism, chiefly because it has been restricted to a staged meeting where dialogue is limited. In summary, based on our limited experience of the 2009 Joint Review, the Poverty Observatory—now called Development Observatory—appears to have little impact and is not a strong example of citizens holding government to account.

2.3 CIDA’s Development Program in Mozambique

2.3.1 Background

Canada has provided development assistance to Mozambique since its independence in 1975, initially through food aid, balance of payments support, and support for grassroots initiatives. Later, following Mozambique’s peace settlement and the first multiparty elections in 1994, Canada’s support was expanded to include elections support, health and education programming, refugee resettlement, railway rehabilitation, and civil society development.

Historically, a significant component of Canadian assistance to Mozambique has been channelled through multilateral organizations. Significant increases in Canadian humanitarian assistance to Mozambique took place during years of drought and/or flooding (e.g. in 2002-2003). As a signatory to the Ottawa Land Mine Convention (1997) and as a country significantly affected by land mines Mozambique has been the recipient of Canadian contributions through the Mine Action Unit of Multilateral Branch for victim assistance, de-mining and mine risk education. Past support was also provided through the Peace-Building Fund, which focused on building community capacities to pursue disarmament initiatives.

In December 2002, Canada indicated that Mozambique would be a “country of focus” for future Canadian development assistance programming, leading to increased funding within certain sectors.

2.3.2 CIDA’s Country Development Programming Framework (CDPF)

In 2004, following extensive consultations with the GoM and with Canadian and Mozambican partners, CIDA developed a new CDPF to renew Canada’s commitment to assisting the GoM in its approach to poverty reduction and map out areas for CIDA support for 2004-2009.

The CDPF was corporate in nature, in that it was developed jointly with CPB, Multilateral, and other CIDA branches. Under the new CDPF, Canadian support was to be provided through “a balanced approach” combining contributions to “pooled funds” with other donors, and support to decentralized projects targeting the most vulnerable, within the GoM priorities as outlined in the PARPA.

CIDA decided on four sectors of concentration for bilateral programming for the period 2004-2009: education, agriculture and rural development (ARD), HIV/AIDS, and governance. These sectors were chosen to reflect CIDA's policy and priorities, and Mozambique's priorities (PARPA), taking into account CIDA's historical work in Mozambique and other donor activities. Education, accounting for at least half of overall bilateral programming, continued to be the cornerstone of the Mozambique Program. The objectives for each sector were as follows:

Table 4: Overview of Mozambique CDPF Objectives (2004-2009)⁴

Overall Objective based on Performance Framework	Contribute to a substantial reduction in the levels of poverty in Mozambique through adoption of measures to improve the capacities of, and opportunities available to Mozambicans especially the poor.
Education	Improved quality, increased access and strengthened institutional capacity.
Agriculture and Rural Development	To help the Government and people of Mozambique to create a favourable environment for sustainable and equitable growth in agricultural productivity and investment while reducing the vulnerability of the rural poor, improving their access to basic infrastructure and ensuring their progressive empowerment and gender equality
HIV/AIDS	To halt the spread of HIV/AIDS in Mozambique.
Governance	Improved governance in Mozambique including: public sector capacity (including improved financial management), civil society participation, human rights, gender equality, anti-corruption, strengthened judicial and legal systems, and, free and fair elections.

As cross-cutting themes, gender equality, HIV/AIDS prevention, capacity development, and environmental protection were to be systematically integrated throughout all programming because of the impact these areas had on improving sustainable development outcomes.

The Mozambique Program was a pilot candidate of Performance Review Branch for the development of a country-level Performance Measurement Framework to be closely linked to Mozambique's PRSP. Although there was no statutory requirement for a Program-based Risk Framework, the Mozambique Program believed that a Risk Framework for CIDA's bilateral program in Mozambique would be a useful tool for managing future activities. The Performance Measurement Framework and Risk Framework were developed concurrently to ensure consistency between the two documents.⁵ The types of risks identified are summarized in the table below.⁶

Table 5: Overview of Risk Framework

Key Risks	Political fragility; Lack of capacity; HIV/AIDS; Vulnerability to natural calamities.
Risks to the Government of Mozambique	Unpredictable flow of funds; Development partners discouraged; Overloading institutional capacity; Development partners operate unilaterally; Performance targets are premature or unreasonable; Expectations are ambiguous.
Risks related to Program Level Assistance	Weak financial management; Fungibility risk; Decentralization; Low disbursement; Weak capacity; Political instability; Slowed economic growth; Under-performance; Misappropriation of funds/corruption; "Policy evaporation" on gender issues and HIV/AIDS continues.
Disadvantages (Risks) related to Project Level Assistance	Undermine local ownership; Work against coherent programming of resources; Encourage the concentration of operating (as opposed to strategic) tasks/functions; Involve high administrative to programming ratios; Result in high transaction costs and high administrative burden on GoM; Undermine the effectiveness of government systems (reliance on parallel structures); Focus attention on accountability to donors (versus domestic accountability); Neglect contextual factors that may undermine the development impact of projects.

⁴ Canada and Mozambique Country Program Development Framework (CDPF) 2003-2008, paragraphs 34, 39, 47

⁵ Canada and Mozambique Country Program Development Framework (CDPF) 2003-2008, Annex 2 – Risk Framework (April 2004), Section 1 – Introduction

⁶ Canada and Mozambique Country Program Development Framework (CDPF) 2003-2008, Annex 2 – Risk Framework (April 2004), Section 7 – Risk Assessment and Management

2.3.3 CIDA Disbursements by Branch

Total ODA disbursements for the CIDA Mozambique Program for FY 2004-2005 to FY 2008-2009 were about \$324 million. Approximately \$227 million (or 70%) of these funds were channelled through Africa Branch, while Multilateral Branch provided about \$82 million (or 25%) and CPB almost \$14 million (or 4%), as shown in the following table.

Table 6: CIDA Disbursements by Branch (2004-2005 to 2008-2009)

Branch	# of Activities	Disbursements	%
Africa	50	\$227,386,546	70%
Multilateral	98	\$82,318,161	25%
Canadian Partnership	68	\$13,840,894	4%
Communications	26	\$279,386	0%
Office for Democratic Governance	4	\$133,905	0%
Total	246	\$323,958,892	100%

Source: CIDA's Corporate Memory, as of October 20, 2008
 Note should be taken that the number of activities represent the number of financial encumbrances in the information system and that many encumbrances can correspond to one project.

2.3.4 CIDA Disbursements by Branch and Sector of Focus

During the period under review, the largest disbursements were in the following sectors: i) basic education \$155.4 million (48%); ii) health \$73.1 million (23%); iii) private sector development \$42.7 million (13%); and iv) other \$26.8 million (8%) – see Annex B-1. Note should be taken that in CIDA's information system, "agriculture and rural development" projects are coded either under "private sector development", "health", or "other".

2.3.5 CIDA Disbursements by Delivery Mode

Of the \$324 million of total CIDA disbursements for the Mozambique Program for 2004-2009, almost half of these funds (46%) were delivered through the core funding delivery mode, followed by responsive funding (30%), and directive funding (23%), as illustrated in the table below. The \$150 million channelled through core funding included nine bilateral PBAs (totalling roughly \$114 million): three in health, two in education, two in agriculture (PROAGRI I & II), and two in governance (both for GBS coded under "other").

Table 7: CIDA Disbursements by Delivery Mode (2004-2005 to 2008-2009)

Delivery Mode	# of Projects	Disbursements	
		\$	%
Core Funding [of which PBAs]	51 [9]	\$150,602,886 [\$113,728,932]	46% [35%]
Directive	20	\$75,676,976	23%
Responsive	175	\$97,679,031	30%
Total	246	\$323,958,892	100%

2.3.6 CIDA Disbursement Trends

During the CPE review period, funding for the first three years (2004-2005 to 2006-2007), the remained stable at an average of \$65 million per year, while a large increase took place during FY 2007-2008 when total disbursements reached \$97.4 million due to the flooding in 2006 and 2007. The 2007 Mozambique flood began in late 2006 when the Cahora Bassa dam overflowed from heavy rains. It worsened in February 2007 when the Zambezi River broke its banks,

flooding the surrounding area. The same month, the country was hit by a category 4 cyclone, worsening the existing humanitarian crisis. CIDA disbursements by fiscal year (from FY 1992-1993 to FY 2008-2009) are shown in Annex B-2.

2.4 Other Evaluations and Reviews

The CPE triangulation of information has been strengthened by three relevant evaluations: (i) the Implementation of the Paris Declaration – 2008 Survey, (ii) the Review of the Program Aid Partners for 2006, 2007, and 2008; and (iii) the CDPF Mid-Term Review of 2007 sponsored by the CIDA Mozambique Program itself.

2.4.1 Evaluation of the Paris Declaration Implementation

Following the adoption of the Paris Declaration in 2005, the OECD-DAC decided to put in place a mechanism to evaluate the implementation of the Declaration principles. The evaluation was based on indicators of progress were to be measured nationally and monitored internationally, as found in Section III of the Declaration. The full survey covered three rounds of monitoring (2006, 2008, and 2010). The results of the 2008 monitoring exercise in Mozambique are shown in the table below.

Table 8: Summary of the Paris Declaration Survey (2008)

Dimensions	2007	Challenges	Priority Actions
Ownership	Moderate	Government leadership and intra-ministerial co-ordination weak	Government to take stronger leadership, streamline co-ordination
Alignment	Moderate	Large volume of aid not captured by national budget systems	Encourage greater use of country systems for aid outside budget support and sector-wide approaches
Harmonization	Low	Number of joint missions and analyses decreasing, while overall number increasing	Donors to improve efforts to coordinate aid provided outside common arrangements
Managing for Results	High	Monitoring and evaluation at sectoral level not fully integrated into the national system	Strengthen sectoral monitoring and evaluation systems; improve integration with national poverty reduction plan and assessment tools
Mutual Accountability	Moderate	Mutual accountability arrangements apply only to aid from donors providing budget support	Expand mutual accountability arrangements to cover donors not providing budget support
Paris Declaration Survey, 2008, OECD-DAC			

Generally speaking, compared to other countries in Africa, the GoM and donor countries in Mozambique have adopted behaviours that are consistent with the Paris Declaration. The DAC report gave Mozambique a high rating for “managing for results”, congratulating the GoM for having put in place a variety of information systems. The lowest rating was for “harmonization”, due to the absence of progress regarding the use of PBAs which remains at 46% between the 2006 and 2008 surveys and the regression concerning the conducting of joint missions and sharing analysis. While the use of PBAs depends on Mozambique’s capacity to put in place comprehensive sector programs, conducting joint missions relies on donor efforts to achieve common research, planning, monitoring, and evaluation activities. It is startling to discover that in 2007, Mozambique received 337 different donor missions of which only 65 (i.e. 19%) were joint missions.

2.4.2 Conclusions of the Program Aid Partnership (PAP) Survey

The Joint Review covers two processes linked to the mutual accountability principle of the Paris Declaration: the review of performance indicators related to the PARPA as set out in the PAF, and the review of the Program Aid Partners’ performance against commitments to improve the

efficiency and effectiveness of aid. The Program Aid Partners' annual survey is based on 20 indicators corresponding to four key objectives: (i) portfolio composition, (ii) predictability, (iii) harmonization and alignment, and (iv) capacity strengthening. The table below shows CIDA's rating over the 2006-2008 period.

Table 9: PAP Performance Review 2008

CIDA Rating and Ranking			
Year	2006	2007	2008
Size (1)	Medium	Medium	Large
Performance (2)	Weak Performance	Medium Low	Medium High
Percentage	53%	61%	79%
Rank	15/18	13/18	11/18
Note 1: Size corresponds to: (i) Very Large (more than US\$ 90 million in 2008), (ii) Large (more than US\$ 50 million), (iii) Medium (more than US\$ 20 million), (iv) Small (less than US\$ 20 million)			
Note 2: Performance is ranked as: (i) Very good (34 to 38) (ii) Medium High (30 to 33) (iii) Medium (25 to 29) (iv) Medium Low (20 to 24) and (v) Weak (less than 20)			
Ref: Mozambique Programme Aid Partners Performance Review, IESE, Maputo, 2009			

CIDA is now ranked as a "large contributor" along with six other donors to Mozambique in 2008 (the African Development Bank (AfDB), Denmark, Germany, Ireland, Netherlands, and Norway). The four "very large contributors" are DFID, the European Commission (EC), Sweden, and the World Bank. Regarding performance, CIDA has slowly progressed from a "weak performer" in 2006 to a "medium high" performer in 2008. CIDA's position is 11th out of the 18 donor partners included in the 2008 survey. Based on information available and conversations held in Maputo, CIDA's continual substantive participation in the sector working groups, and its increased volume of aid may eventually move Canada into the upper one-third of donor rankings.

2.4.3 Conclusions of the CDPF 2007 Mid-Term Review

In 2007, the Mozambique Program commissioned a Mid-Term Review of its 2004-2009 CDPF to improve its programming and to determine lessons learned that might be applied to its future strategy. The main findings are summarized below.

- The balanced approach—the CDPF's defining characteristic—was and remains an appropriate program management strategy for CIDA in Mozambique.
- The CIDA Mozambique Program team has engaged the aid effectiveness agenda positively, using a balanced approach as a valid interpretation of aid effectiveness principles.
- The CDPF is consciously aligned with GoM priorities. A substantial portion of CIDA's bilateral assistance is program-based and harmonized with that of other donors.
- CIDA representatives have played an active role in both sectoral and global policy dialogue with both donors and the GoM.
- Poverty remains the overriding development challenge in Mozambique, along with the action agenda to reduce it. There have been real gains in the reduction of absolute poverty in the last decade, but poor people remain vulnerable, and deep regional, class and gender inequalities persist.
- Hence, beyond the continuing need for investment in public social services such as health and education, there is an imperative for investment in jobs, livelihoods and production.

The Mid-Term Review recommended that the CIDA Program team use the next eighteen months, the run-up to the next CDPF, as a period of reflection and professional development. The CPE concurs with the very positive tone of the Mid-Term Review.

2.5 Administrative Considerations

Over the CPE period, the bilateral disbursements increased 75% (\$29.8 million) from \$39.5 million in FY 2004-2005 to \$69.39 million, while at the same time operating costs (operations and maintenance “O&M” and PSU costs) increased only 43% (\$388K) from \$893K to \$1.28 million, with an increase in human resources from 23.5 to 29.5 persons over the period. This does not include the amounts transferred to the Department of Foreign Affairs and International Trade (DFAIT). It should be noted that PSU costs are not included in the “Costs of Operation” in the table below, as PSU costs are ODA (i.e. part of “Total Grants and Contributions”).

Table 10: Summary of Administrative Considerations

	FY04-05	FY 05-06	FY06-07	FY07-08	FY08-09
Total Grants and Contributions	39.5 M\$	46.1 M\$	45.7 M\$	61.1 M\$	69.3 M\$
Total Costs of Operation	893 K\$	851 K\$	917 K\$	1.1 M\$	1.28 M\$
Percentage Operations Costs	2.2%	1.8%	2%	1.8%	1.8%
Persons-Year (PY) HQ Total	4.5	5.5	5.5	5.5	5.5
Persons-Year (PY) CHC Total	5	7	7	6	8
Persons-Year (PY) PSU Total	14	15	15	15	16
Total Staff	23.5	27.5	27.5	26.5	29.5

During the period of the CDPF the decision was taken to decentralize the program management to have the Head of Aid assume the Program Director’s responsibilities. The CPE fully supports this decision to enable Canada and CIDA to play an active role in the in-country international community.

From the CPE team’s interviews with bilateral and multilateral partner organizations, CIDA is well regarded as a medium size donor, and assessed positively within the PAP for its contribution, to the point where it may be considered as a serious candidate for one of the three bilateral positions on the Troika.

However, such “credibility” may be put at risk due to the very low delegated approval authority of the Director/Head of Aid in the field, and the long delays in the approval process at headquarters. In comparisons with DFID, whose field-based Program Head has authority up to US\$10 million (equivalent in British Pounds), the Canadian Director has only CAD\$500,000 in authority. Another area of potential credibility loss is the slow response from corporate actors within CIDA, whether Contracts, Finance, or Legal services.

Another issue raised during the CPE was CIDA’s participation in technical working groups. CIDA is represented either by a Canadian from the Canadian High Commission who often time is not a specialist, a PSU professional (as a consultant) with specific expertise, or both. This situation is far from ideal as it increases CIDA’s transaction and administration costs. Also, as the consulting contracts of the PSU professionals have to be frequently renewed on a competitive basis, it is difficult for local experts to keep a certain “fidelity” to CIDA and not accept other permanent employment offers.

One of the weak points of the PAP’s rating regarding the Paris Declaration’s harmonization principle is the limited amount of country analytical work (research, M&E, plans) carried out jointly (only 19% in 2007). These assignments are often decided in the field during working groups and task force meetings. While CIDA may wish to contribute to these assignments, its

decision making processes related to contracting are so cumbersome, that CIDA becomes unable to participate in these joint efforts.

2.6 CIDA Accountability and the Joint Review Process

The CPE set as an extra objective the assessment of the Joint Review as an accountability tool regarding Canadian Cooperation in Mozambique. The Joint Review process is recognized to be a GoM report to the donors. The following findings are based on observations of the working group process during the CPE field visit from March 15 to April 10, 2009.

The Joint Review is well aligned with Paris Declaration Principles. Given its 19 member donors and its non-member observers, the Joint Review is a practical way to strengthen the GoM's planning and financial management systems and reduce GoM coordination and reporting burdens. The Joint Review organizational structure functions year-round through its 67 groups (28 working groups and 39 sub-working groups) and sub groups, ensuring that performance is closely monitored and issues at a policy and implementation level are discussed as they arise. If the Joint Review did not exist there would be policy inconsistencies and implementation inefficiencies.

The Joint Review process however does not provide adequate coverage for CIDA's entire cooperation nor that of the international community. More than half is not covered by the Joint Review largely because it is project funding. Development assistance through individual projects is still the favoured aid delivery method – at 55% of all donor disbursements and 58% of CIDA disbursements. Projects have their own monitoring/accountability systems, outside of the Joint Review. Given this situation, the Joint Review can be only one mechanism for performance review, and not the main one, if historical patterns continue.

The Joint Review raises two methodological concerns: i) the indicators and the consistent under-achievement of targets, and ii) questions relating to the validity of reporting against the indicators themselves. In ARD, it has been questioned whether the indicators and targets extend beyond the Ministry of Agriculture's (MINAG) responsibilities. In governance, the concern was that the targets and their corresponding indicators were too activity-based, and not focused on outcomes. Also two thirds of governance targets/indicators were not met.

In general, the CPE's concern lies more with the indicator targets than with the indicators themselves. Only 6 of the 40 targets track outcomes. For example in agriculture, the PAF indicator #1 tracks the total number of producers assisted by extension services without additional measures to see whether these services helped to increase production or income. In the health sector related to HIV/AIDS, PARPA II targets were either reduced or dropped in the PAF. In education, the CPE found significant discrepancies between data presented in the MDG Mozambique Report and the Annual Joint Review Aide-Mémoires (PARPA/PAF reporting system). Often information on the same indicator varies significantly, making progress hard to measure although major educational trends are generally positive. Yet the lack of consistent sectoral data for sound monitoring and accountability purposes is of concern. In governance, the indicators selected did not capture citizen participation and voice, accountability, nor corruption trends.

3. Sectors and Thematic Overviews

This section provides an overview of the CDPF's sectors of concentration and its cross-cutting themes.

3.1 Education Sector

3.1.1 Background

The Portuguese colonial period provided minimal investment in education. During the civil war the educational system was basically non-functioning and further reduced educational progress, with the result that at the end of the war, the country had a literacy rate of only about 33%. In 1992, with the coming of peace, the education demand increased drastically at all levels, far beyond the GoM's capacity to construct schools and to train more teachers. This mismatch between demand and supply forced schools to increase the number of students per classroom, which resulted in the deterioration of teachers' working conditions and subsequent students' poor pedagogical achievement.

In 1995, the GoM adopted the National Policy on Education with two aims: to expand access to education and to improve education quality. In May 1998, the GoM adopted the strategy to implement this policy – the 1999-2005 Education Sector Strategic Plan (ESSP) which became the framework for the sector-wide program support (SWAp). In 2005, the strategy was updated for the 2006-2011 period, building on the successes and lessons to date.

3.1.2 Relation to PARPA and PAF

During the ESSP period, the GoM launched PARPA I & II with the main objective to guarantee quality education for everyone, with special attention to primary education as a significant contributor to poverty reduction. Also, the GoM committed to pay special attention to vocational education to ensure that graduates are prepared for the job market and/or self-employment at the community level.

Primary education in Mozambique comprises two levels: 1st Level (grades 1 to 5 – EP1) and 2nd Level (grades 6 to 7 – EP2). According to the Ministry of Education and Culture's (MEC) statistics, the following conclusions can be formulated as indicated in the table below:

- Access to the 1st Level (EP-1) has improved from 74.6% in 2004 to reach 100.2% in 2008 while the gap between boys and girls has been reduced;
- Access to the 2nd Level (EP-2) has increased nearly three times from 5.6% to 15.9% and the gap between boys and girls has been reversed favouring girls; and
- Gross completion for both levels has been increased by 1.5 times.

CIDA can claim it contributed to the achievement by contributing to the Education Sector Support Fund (FASE), and by providing major support for education material. Yet significant challenges persist. According to the 2004 to 2008 Joint Review Reports, the sector repeatedly faced significant challenges: i) improving the quality of learning in the schools; ii) reducing regional and gender inequalities; iii) expanding access to secondary education; iv) professionalizing education personnel at provincial, district and local levels; v) improving the quality of school construction; vi) improving financial management and budget execution rate; and vii) improving sector reporting and monitoring including for FASE. The 2009 Joint Review suggests these challenges still remain.

Table 11: Selected MEC's Education Indicators 2004-2008

Indicator	Total	Girls	Boys	Total	Girls	Boys
Net Enrolment rates	2004			2008		
EP1	75.6%	73.2%	78.0%	100.2%	98.4%	102.0%
EP2	5.6%	5.2%	5.9%	15.9%	16.0%	15.8%
Gross completion rates	2004			2007		
EP1	48.0%	39.3%	56.7%	72.6%	65.1%	80.0%
EP2	28.9%	22.8%	35.0%	46.0%	39.4%	52.6%
Graduates	2004			2007		
EP1	240.506	98.602	141.904	546.772	169.011	377.761
EP2	143.763	57.045	86.718	229.567	98.065	131.502
Source: MEC Statistics (provided by PSU Maputo, April 2009)						

3.1.3 Relation to CDPF

The CDPF identifies the education sector as the cornerstone of Canada's partnership with Mozambique for the 2004-2009 period, targeting 53.4% of bilateral funds to this sector with a focus on primary education, aiming to support MEC to achieve three main objectives: (i) improve the quality of primary education, (ii) increase access to primary education, and (iii) strengthen institutional capacity. Based on a "balanced approach", combining program and project assistance, CIDA's support includes:

- The ongoing FASE (Education Sector Pooled Fund), followed in 2005 by a second phase;
- Provision of educational materials including text books, through the on-going SEMM - (Support for Educational Materials Project), Phase I and II;
- Literacy programming, essentially through the on-going PLEM project (Promotion of a Literate Environment);
- Civil society projects with integrated approaches, including important components in education (e.g. CRSP – Coastal Rural Support Program);
- Gender equality in education, as a cross-cutting issue for all sector interventions; and
- HIV/AIDS prevention education programs in schools, as a cross-cutting theme for all Canadian interventions in education.

The CDPF continued to support CIDA's previous primary education investments begun in 2001 providing more funding and reinforcing and consolidating Canada's significant support to the Mozambican education sector.

3.1.4 Positioning of CIDA among Donors

The international donor community is solidly behind the GoM's efforts to improve education providing close to half a billion dollars in funding over the 2006-2008 period. Spending in education doubled from 2005 to 2008 while the share from donors (external funding) rose from 21.4% of total expenses in 2005 to 44.1% in 2008, making the sector aid dependent.

While Canada was the sector's lead donor early in the lifespan of the CDPF (2005), Canadian leadership is currently exercised primarily through its participation in four of the eleven sub-working groups and through its role as focal point in one of them. Considering Canada's high rank as a funder, Canada's turn to take on increased leadership responsibilities could return in the near future. In the other three sectors examined by the CPE team, the top ranked funding donors took on significant leadership roles in the sector, on behalf of the donor community.

3.2 HIV/AIDS Sector

3.2.1 Background

The Mozambican National Health System consists of a network of 3 central hospitals, 12 provincial hospitals, 25 rural hospitals, 276 health centres, and 736 health posts with limited provision of services. It is estimated that only 36% of the population have access to a health facility within 30 minutes of their home (PARPA II). The public health system is stretched thin, as it attempts to provide coverage to a large, dispersed and poor rural population and correct long standing inequalities. Traditionally, health services have been concentrated in the country's cities, with Maputo residents receiving the best care.

Since 1992, the Ministry of Health (MISAU) has rehabilitated and expanded the network of health facilities and started to reduce regional and rural/urban imbalances. Both the government and external donors have increased financing. As a result, several positive changes have taken place. However, among the main problems within the health sector we should underscore the low level of knowledge and preventative practices in rural communities and gaps in service coverage. The government recognizes that in the short and medium term, the lack of human resources due to limited training capacity and low salaries and inadequate incentives for deployment in rural areas must be addressed. A 2006 WHO report calculated that at least 2.3 health workers (doctors, nurses, midwives) are needed for every 1000 inhabitants. At present, Mozambique has well below the minimum.

In 2007, health expenditures reached US\$317 million – 11.6% of the total State Budget. In per capita terms, health spending has grown from US\$7.50 in 2000 to US\$18 in 2007⁷. Currently, the donors fund approximately 70% of health sector expenditures (15% through on-budget support, 55% through project funding), while the GoM invests approximately 30%.

3.2.2 Relation to PARPA and PAF

PARPA I & II recognized that the health sector plays a fundamental role in directly improving the well-being of the poor, with the main health objectives being an expansion of, and improvement in the coverage of primary health care through special programs geared towards women and children; a campaign to reverse the current growth of HIV/AIDS, and greater efforts in the fight against endemic diseases such as malaria, diarrhoea, tuberculosis and leprosy.

The table below sets out the PAF indicators and the results of their achievement as determined by the Joint Review process. Over the 2005-2008 period, half of the annual indicators were achieved (10/20), with a further 35% showing progress towards achievement (7/20), while 15% were not achieved (3/20). One of the concerns about the PAF monitoring system is that the indicators focus mainly on treatment, whereas often improvements in health come from prevention and education.

⁷ Mozambique, Health Sector Strategic Plan September 2007

Table 12: Joint Review (JR) Health Ratings⁸

General Health Indicators		2004		2005		2006		2007	
Coverage rate for DPT3 and HB in children < 1yr	Target	95%	Not Achieved	95%	Not Achieved	95%	Target	95%	Target
	Actual	91.5%	Achieved	94%		100%	Achieved	100%	Achieved
Coverage rate of institutional childbirths	Target	47%	Not Achieved	49%	Target	51%	Not Achieved	52%	Target
	Actual	46.5%	Achieved	49%	Achieved	48%		53.8%	Achieved
% Pregnant women and children under 5 yrs with at least 1 REMTI in each district	Target	n/a	Not included in PAF for this year	n/a	Not included in PAF for this year	n/a	Not included in PAF for this year	>95%	Joint Review Indicates Not Achieved
	Actual	n/a		n/a		n/a		No Data in JR	
Doctors' Consultations per individual per year	Target	0.91	Target	0.93	Target	0.94	Target	No data	
	Actual	0.96	Achieved	1.01	Achieved	1	Achieved		

A common fund to provide direct, on-budget support for the national health system (PROSAUDE) was set up in November 2003. Currently, 15 donor partners including CIDA fund PROSAUDE (23 donors in 2008) and participate actively in policy dialogue and monitoring exercises with the MISAU. Therefore, CIDA can claim part of its achievements. In 2008, a new MoU for PROSAUDE (PROSAUDE II) was signed between the GoM and 15 donors, which transformed the funding mechanism from a common fund to sector budget support.

3.2.3 Relation to CDPF

The CDPF selected HIV/AIDS (a component of the PARPA I health strategy) for one of its four sectoral programs, with the objective: "to halt and eventually reverse the spread of HIV/AIDS". At the time of the CDPF approval, there were an estimated half to one million orphans in the country due to the death of parents from HIV/AIDS, and a prevalence rate estimated at 13%. Of concern was the GoM's estimate that 17% of school teachers might be lost to HIV/AIDS by 2012, which would seriously undermine CIDA's substantial investment in basic education.

The fight against HIV in Mozambique is led by both the National Council to Combat AIDS (CNCS), which takes the lead on prevention, and MISAU, which has responsibility for care and treatment. Given this split in responsibilities, CIDA had a two-pronged approach to halting HIV, through supporting both CNCS and the activities of the MISAU since 2003.

In 2005, with the launch of Canada's African Health Systems Initiative (AHSI), CIDA's focus on HIV as laid out in the CDPF shifted to a broader health agenda. Under the AHSI, Mozambique was identified as one of five countries in which CIDA would work to improve health systems, in particular through addressing the critical need for human resources for health. With AHSI came a 10-year, broadened mandate for CIDA's bilateral and multilateral programming activities in Mozambique, as well as additional financial and human resources.

The five initiatives reviewed for this evaluation included:

- two common funds: PROSAUDE under the responsibility of MISAU and the fund for the National Council to Combat AIDS (CNCS), Phase I & II;
- one directive \$5 million HIV/AIDS Local Fund implemented by CIDA in Mozambique; and
- two responsive projects: the Catalytic Initiative implemented by UNICEF with multilateral branch funding, and the Training For Health Renewal Program (THRP) implemented by the University of Saskatchewan, first with CPB funding and now with bilateral support.

⁸ Data for 2007 taken from the Joint Review report, and data for 2005 and 2006 taken from the Program Assessment Framework (PAF) summaries for those years.

3.2.4 Positioning of CIDA among Donors

From 2006-2008, the PAP donors provided nearly US\$1 billion in funding to the Mozambican health sector with 90% of this going to basically two sectors: support to the national health system and to HIV/AIDS. Nearly two thirds of all of this funding was delivered through projects with roughly one third delivered through PBAs, on-budget.

Nearly all of the major donors support the health sector: 31 bilateral and multilateral donors contribute, including Canada. The two largest donors in the sector – USAID and the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM) – contributed fully 41% of the total health sector expenditures – nearly \$400 million from 2006-2008. Overall, CIDA ranks 13th out of 31 donors with its funding support, contributing 2.5% of all donor sector funding. By the end of the CDPF period, CIDA was the 5th largest bilateral donor to PROSAUDE, and has consistently been the 2nd largest donor to the CNCS Common Fund.

During the evaluation period, CIDA played a significant role in HIV, twice holding the lead donor position and acting as a key liaison with the GoM on the issue of HIV/AIDS. CIDA is still well respected for its work and support in this area. CIDA has increased its engagement in health, and has begun to play a more active role in the SWAp in order to better monitor its increased investments under Canada's ASHI.

3.3 Agriculture and Rural Development Sector

3.3.1 Background

Of Mozambique's slightly more than 800,000 square kilometre land area, less than one fifth of the available land was under cultivation at the start of the CDPF period. 98% of this productive land was managed by 3 million smallholder households, with an estimated household plot of around 1.2 hectares. Years of disruption in agricultural marketing, poor infrastructure, and a lack of access to inputs had produced a situation where smallholder agricultural production was geared primarily towards household food consumption.

In 2003, about 80% of the Mozambican population lived in the rural area and worked in the agriculture sector, as off-farm employment was extremely limited, outside of public sector jobs. 89% of all economically active Mozambican women were engaged in agriculture. Compared to men, they tended to have less access to resources (land, inputs, and credit), were less literate, and were unpaid for their work. Despite this large workforce, agriculture production contributed only 26% of GDP in 2003, indicative of the low returns to this economic activity. Compared to its regional neighbours and the rest of Africa, Mozambique has limited use of modern seed varieties, fertilizers or other labour enhancing tools and equipment. In addition, off-farm constraints are substantial including marketing bottlenecks, the lack of rural finance, and the poor state of the transport network especially in the north and in Zambezia. As well, Mozambique lacks a tradition of the integration of research, extension services and farmer education.

Experience in Mozambique and elsewhere is that agriculture per se is an activity that is best left to the private sector. Nonetheless, there are crucial investments that must be made by the government that the private sector, especially the smallholder households, simply cannot make. Among these are: basic infrastructure such as roads, health and education, research and dissemination of new technologies, etc. Overall however, there are no quick fixes. Progress requires a sustained effort from both the government and the private sector farmers.

3.3.2 Relation to PARPA and PAF

The GoM placed agriculture centrally in its poverty reduction strategy. PARPA I was built on existing GoM agriculture programs, namely the 1995 Agricultural Policy and Implementation Strategy (PAEI) and the agricultural PBA known as 'PROAGRI' (1999-2005), the latter designed to bring together over 70 donor funded projects in a restructured Ministry of Agriculture and Rural Development (MADER) that was to deliver agriculture services to Mozambican farmers in a cost effective manner.

A key feature of PROAGRI I was farm extension services for subsistence farmers. Studies have shown that on average, access to extension services increases farm production by about 8.4%. However, the PROAGRI evaluation found that MADER's extension service was mired in the traditional, top-down linear model of technology transfer, offering services that have little relevance to the majority of smallholder farmers. The evaluation did note however that MADER (re-organized into the Ministry of Agriculture – MINAG – in 2006) was a stronger national institution, and that gradually, the public sector extension service is being strengthened.

In the current political context, the GoM remains reluctant to invest massively in an area where the private sector and its role in agriculture should be predominant. However, land reform, market openness, and major investments in infrastructure would be needed to make the sector profitable.

3.3.3 Relation to CDPF

Within the CDPF context, CIDA wished to build on a balanced approach between program level assistance and project assistance, and between support to the government and to NGOs. Over the CDPF period, besides PROAGRI I & II, CIDA supported the following projects:

- SLAP (Sustainable Livelihoods and Agriculture Project) \$6 million executed by Oxfam Canada;
- SEED (Sustainable and Effective Economic Development Project) \$7.5 million executed by CARE Canada;
- CRSP (Coastal Rural Support Program) \$9.5 million executed by the Aga Khan Foundation Canada; and
- IRWDP (Inhambane Rural Water Development Project) \$10 million executed by a private Canadian firm. CoWater International, Ltd.

For the portfolio of projects selected for this CPE, it is calculated that CIDA has spent an approximate \$47 million of the budgeted \$67 million.

3.3.4 Positioning of CIDA among Donors

The international community is solidly behind the GoM's efforts to improve agriculture, providing close to US\$ 633.5 million in development assistance over the 2006-2008 period, roughly 14% of all aid to the country. Overall, there are 29 donors supporting the sector of which 22 are in the agriculture and food security sub-sector and 17 in water and sanitation. The four largest donors, providing roughly half of the sector's funding, are the EC (US\$99 million - 16% of the total), the AfDB (14% - US\$90 million), USAID (12% - US\$78 million) and the World Bank (11% - US\$70 million) over the 2006-2008 period. The agriculture sector favours the project delivery mode: for every \$1 spent on PBAs, approximately \$4 is spent in projects.

Canada is the 10th ranked donor over the 2006-2008 period in the ARD sector. Still, its overall share of total donor support to ARD is low, at 2.68%. Of CIDA's funds, 47% were on-budget.

The main agriculture sector working group is the PROAGRI Partners' Group (PPG). Canada is a member of the PPG, and in 2008, Canada assumed the Chair of this group. It was reported that a decline in the level of participation from both the donors and the government may signal a loss of confidence in the policy and decision-making capacity of this forum. The PPG still does not have a final Code of Conduct with the GoM as does health and education. Canada has two dedicated ARD advisors (two in the PSU, one for PROAGRI) as well as one Canadian High Commission ARD representative.

3.3.5 Relevance of CIDA Program

The inclusion of agriculture (while expressed as ARD) in the CDPF is a sound development investment from a policy and poverty perspective, and the range of interventions – PROAGRI, in particular – has provided CIDA a means of dialogue on policy and processes but it has been less successful in generating results. Agriculture alone is not the solution to the problems of the rural sector. Other donors (e.g. the EC) have recognized this and are moving more towards support intended to focus on rural development (roads, irrigation systems, marketing support). Unlike education, where Canada's value-added comes from its funding rank, in ARD Canada's value-added and leadership comes primarily from its technical contribution and leadership of the PROAGRI group as its overall funding support to the sector is low.

3.4 Governance Sector

3.4.1 Background

Based on data from the World Bank Institute assessment the trends over the CDPF period indicates that Mozambique has significantly improved on one dimension of governance: political stability and the absence of violence. One indicator – regulatory quality – has declined over the 2003-2007 period. Over the long term and short term, Mozambique ranks lowest in the rule of law and in corruption (i.e. both are unsatisfactory). Yet despite this, there have been steady improvements, as shown in the table below.

Table 13: Governance Indicators: 2003-2007 Mozambique

Governance Indicator/Year	Percentile Ranking (0-100)				
	2003	2004	2005	2006	2007
Voice & Accountability	44.7	47.6	49.5	46.2	47.1
Political Stability	49.5	43.8	52.4	63.5	57.2
Government Effectiveness	37.4	43.6	44.5	43.1	40.3
Regulatory Quality	38.5	37.6	28.3	31.7	31.6
Rule of Law	26.7	29.5	31.4	31.0	29.0
Control of Corruption	30.1	28.2	33.5	30.6	35.3

Source: WBI Worldwide Governance Indicators - website

3.4.2 Relation to PARPA and PAF

The Government's commitments regarding governance has been expressed in the PARPA I. Good governance is one of six fundamental priorities of the Mozambican poverty reduction strategy and considered a fundamental condition for its success. PARPA II is structured around the three pillars of governance, human capital, and economic development.

The governance sector indicative budget in PARPA I and II documents included expenditures for the Ministry of the Interior, Ministry of Justice, the courts and the prisons, and funding for

decentralization. Over the 2001-2009 period, the estimated governance sector budgets have been consistently between 7.7% and 8.1% per year of the total estimated State Budget.⁹

The GoM and the donors affirmed the importance of good governance as one of three underlying principles for the provision of budget support in the 2004 MoU¹⁰. A violation of good governance principles can be raised by any MoU signatory (without the agreement of the others) at any time and not necessarily in the context of the Joint Review. The other two principles which apply to the provision of program aid are: a commitment to poverty reduction and to pursuing sound macroeconomic principles.

Within PARPA I and II, governance has two categories of objectives measured by 17 indicators. The first is reform of the public sector, which includes actions aimed at decentralization and rationalization/reform of the public sector architecture. The second set of objectives is in justice, legality and public order, which includes the justice system. The table below sets out the performance in governance over the 2005-2007 period in the PAF governance areas. Despite the fact that two thirds of governance performance indicators were not met (59% of the indicators were not met in 2005; 83% in 2006; and 55% in 2008), the overall assessment of the Joint Review was considered “acceptable”. The area of the poorest performance was in public sector reform and anti-corruption measures. Overall, the governance pillar remains the weakest of the three pillars of PARPA II in terms of its execution.

Table 14: PAF Performance in Governance over the 2005-2007 Period

Sector	Total # of Targets	# Met	# Not Met	% Met	% Not Met
Public Sector Reform	6	1	5	17%	83%
Decentralization/	8	3	5	38%	62%
Justice	22	9	13	38%	62%
Corruption	7	2	5	29%	71%
Total	43	15	28	35%	65%

3.4.3 Relation to the CDPF

CDPF Governance Strategy and Objectives 2004-2009: As one of the CDPF’s four sectors, CIDA’s governance objectives are: i) improved governance in the public sector capacity (including improved financial management); ii) civil society participation; iii) human rights and gender equality; iv) anti-corruption; v) strengthened legal and judicial systems; and vi) free and fair elections¹¹.

This was an ambitious agenda, given that the CDPF’s expected bilateral disbursements in governance were projected to be small (15% of total spending). Among the initiatives supported there was:

- a pilot project in Direct Budget Support for \$5 million and a further \$20 million approved for GBS (General Budget Support for Poverty Reduction/GBSPR), and
- a local fund for the Rights, Democracy and Governance Initiative (RDGI), for \$5 million.

The 2007 Mid-Term Review recommended that before the next CDPF, the bilateral program clarify and define more precisely its focus in governance and its sub-sectors in the Mozambican context. It also recommended that governance be addressed strategically within each of the sector programs, and that the desk consider developing a comprehensive governance strategy

⁹ PARPA I Table 7.5 page 125 and PARPA II, Table 17, page 52.

¹⁰ 2004 MoU, paras 8-10.

¹¹ Canada and Mozambique, Country Development Programming Framework 2004-2009, para 52, page 15.

to strengthen civil society and public sector institutions as part of a retained governance focus for the next CDPF.

3.4.4 Positioning of CIDA among Donors

29 donors supported this sector, providing a total of US\$635 million over the 2006-2008 period. Governance was 13.5% of all donors' contributions to Mozambique, the same as agriculture (US \$633 million) and 30% more than their support to education which was US\$490 million.

The largest donor to the sector is the World Bank, providing 46% of the funding as loans. The World Bank supports three sub-sectors: public administration, financial management, and economic development. The top six donors – the World Bank, Sweden, the EC, UK, UNDP and Norway – provide 80% of the funding, with the World Bank funding of \$293 million five times larger than the second ranked Sweden, who contributes \$61 million. Canada is ranked 23rd in this sector, providing 0.23% of the sector's funding.

Canada is a signatory to the 2009 GBS MoU; therefore it should be actively monitoring the governance sector from the MoU perspective, bringing to the attention of other donors and the GoM, areas for improvement especially in democratic practices and citizen accountability. As well, it should be noticed that the PAF governance indicators have been missed each year, and yet the Joint Review's consensus decision is that the GoM's performance is rated as "acceptable".

3.5 Cross-Cutting Issues

The CPE team assessed the global projects' performance in relation to the four cross-cutting themes on the basis of five criteria: (i) place occupied by the cross-cutting sector in the policy dialogue related to the project; (ii) integration of cross-cutting issues during the project planning process; (iii) cross-cutting related activities conducted during the project implementation; (iv) consistency of the budget earmarked for these activities; and (v) results achieved. The results of this review are summarized below.

3.5.1 Capacity Development Cross-Cutting Issue

According to CIDA¹², "capacity development refers to the approaches, strategies and methodologies used by developing country, and/or external stakeholders, to improve performance at the individual, organizational, network/sector or broader system level." The objective of capacity development is to: (i) enhance, or more effectively utilize skills, abilities and resources; (ii) strengthen understandings and relationships; and (iii) address issues of values, attitudes, motivations and conditions to support sustainable development.

PARPA I and II gave a central place to capacity development as a cross-cutting issue essential for the achievement of its poverty reduction objectives. In support of the PARPA, the CDPF identified inadequate human resources and low institutional capacity as significant constraints to development regardless of the sector, region or institution. Hence, each Canadian intervention was to include components to build local capacity within the government and civil society. The evaluation found that Canadian support to capacity development rated, on average, "highly satisfactory" (aggregate average score of 4.1). This score derived mainly from it having been considered in policy and planning, rather than from evidence of results.

¹² CIDA Policy Branch, Capacity Development, Occasional Series, Vol. 1, No. 1, May 2000

With more than half of the bilateral funds over the CDPF period, the education sector is particularly important in demonstrating Canadian commitment to capacity building and its alignment with Mozambican strategic development vision (Agenda 2025) and PARPA strategic objectives. In education, successful capacity development was demonstrated in the use of the “Competency based approach”, and in “improving the institutional, financial, and policy development capacity, to make the entire educational system sustainable”¹³.

Similar examples were found in ARD and in health – especially related to the management of public service delivery. The weakest sector of intervention from the perspective of integrating capacity development as a cross-cutting issue is governance. Despite very satisfactory policy dialogue on and integration of capacity development during the planning process, insufficient resources were allocated to transform activities into capacity development results that, in fact, never showed up.

CIDA experience in the education sector highlights the fact that effective capacity building should target both the beneficiaries and the people in the delivery system. In addition, the process used for building capacity is key to its effectiveness. When capacity development was progressively less a matter of technical transfer, and more one of on-the-job mentoring in the knowledge, skills and attitudes necessary for a technically and ethically sound service delivery system, it tended to be more successful.

3.5.2 Environment Cross-Cutting Issue

Canada has had a policy directive on Strategic Environmental Assessment (SEA) since 1990, updated in 1999 and 2004. An SEA was not conducted for the CDPF prior to launch and its subsequent elaboration in 2006 was considered an entirely ‘strategic and voluntary one’. This 2006 document noted that the greatest risk of adverse consequences was in the agriculture sector, due to the continued expansion and intensification of resource-utilizing activities with the potential to exacerbate environmental problems. The CPE found that the CDPF’s Strategic Environmental Assessment correctly drew attention to the key linkage between agriculture and environment, noting that environmental extremes affect one out of two growing seasons. Within PROAGRI’s scope, the CPE found that the environmental impact was satisfactorily addressed, although it could be improved with a stronger, proactive, forward-looking focus.

The 2007 CDPF Mid-Term Review noted that except for PROAGRI, bilateral programming did not address environmental issues in any depth, except in a few instances. The CPE found no evidence of any change since 2007, leading to an overall rating of “moderately satisfactory” (aggregate average score of 2.2). In general, environmental cross cutting issues were more likely considered in policy dialogue and planning with little evidence of reported results. One reason for this may have been no budget allocation or dedicated human resources for environmental issues.

The CPE found that addressing environmental considerations, beyond a program/project specific response, is outside of CIDA’s current human resource capabilities. Environmental issues, especially related to climate change (e.g. drought, flooding) and its key link to food security will require their own strategy and action plan (and funding). Several European donors are proposing to constitute a new working group in 2009 for these efforts. CIDA should monitor these developments and take appropriate future action.

¹³ GoM, Evaluation of the Implementation Process of ESSP 1999-2003, October 2003

The CPE noted that as CIDA's major interventions are through PBAs, it was perhaps naïve of CIDA to consider that it could have a policy and programming influence in these PBA working groups beyond "best efforts" due to the complexity of seeking consensus among donors, and between donors and the GoM. CIDA could at any time leave a PBA group, if it felt that environment considerations were not to the Agency's policies. Over the CDPF period, this did not occur, suggesting that broadly speaking, environment issues as a cross-cutting theme were adequately addressed. In projects where CIDA was the only funder, the CPE team observed that the Agency's standards were applied as applicable.

3.5.3 Gender Equality Cross-Cutting Issue

The 1975 Mozambican Constitution explicitly upholds the principle of gender equality. However, despite these commitments, the institutional capacity and political will within ministries to effectively integrate a gender perspective in policies and programs continues to be very limited. There is an acute lack of sex-disaggregated data and information critical to decision-making regarding sustainable interventions for women's empowerment. In 2007, Mozambique had a Gender-related Development Index (GDI) ranking of 145 out of 150 countries, the lowest in the Southern Africa Development Community (SADC).

The PARPA I led to the establishment of the Gender Co-ordination Group (GCG) – a network of actors from GoM, CSOs and donors, as one of the working groups of the PARPA II formulation process. Due to their lobbying, networking and advocacy, PARPA II was a considerably stronger document from the gender equality perspective. In PARPA II, gender equality was specifically cited as one of eight cross-cutting issues considered critical to the success of economic growth and poverty reduction with 10 specific action statements to be carried out by the appropriate government ministry or agency to promote equality of opportunity between women and men and to empower women.

As to PARPA implementation, there were no PAF indicators for gender equality as a cross-cutting issue in the 2004 PAF. From 2007, the PAF included a process target: that seven key ministries would prepare their plans based on a gender analysis and more importantly, provide their progress reports using sex-disaggregated data: these being the Ministries of health, education, agriculture, finance, planning and development, state administration, and MTEF. The table below presents the PAF results, from the Joint Reviews of 2004 to 2007 from a gender equality perspective. The performance is poor – only the targets for girls' enrolment in education were met.

Regarding gender equality, the Joint Reviews had one recurring theme: sex-disaggregated planning (including gender budgeting) and reporting was absolutely necessary to carry out gender analysis to assess the differing progress (or not) of men and women. Its absence was a major stumbling block to progress.

The general consensus is that while Mozambique has a legal frame for gender equality, there is not yet a critical mass of actors with the necessary power to realize effective institutionalization of gender equality. This holds for the national government, local CSOs, as well as donors. Notably, the Ministry for Women and Social Action (MMAS) that is primarily responsible for gender mainstreaming is weak and while there are gender focal points in many ministries, they are most often marginalized.

Table 15: Gender Equality PAF Reporting: 2004-2007

Target		2004	2005	2006	2007
Education: net girls' enrolment rate	Target	69%	77%	82%	62%
	Actual	73.2%	81%	84%	No Data
	Met/Not Met	Met	Met	Met	Met
Education: net girls' completion rate	Target	36%	41%	No Data	27%
	Actual	Unknown	39%	No Data	No Data
	Met/Not Met		Not Met		Met
#HIV+ mothers and neonates receiving prophylaxis	Target	8,000	15,000	10%	Unknown
	Actual	6,511	7,297	8%	
	Met/Not Met	Not Met	Not Met	Not met	
% of pregnant women and young children with at least one REMTI	Target	Not included in PAF for this year.	Not included in PAF for this year.	Not included in PAF for this year.	>95%
	Actual				No Data
	Met/Not Met				Not Met
Plans in Ministries to incorporate gender analysis & sex-disaggregated data	Target	Not included in PAF for this year.	7 Ministries	7 Ministries	Not completed, progress observed
	Actual		Not completed	Not completed	
	Met/Not Met		Not Met	Not Met	
Approval/Initiation: Gender Policy and Implementation Strategy	Target	Not included in PAF for this year.	Not included in PAF for this year.	Not included in PAF for this year.	Not achieved, but progress made
	Actual				
	Met/Not Met				

CIDA's CDPF for Mozambique identifies gender equality as one of the four cross-cutting themes. The greatest challenge was ensuring that sector programs, especially PBAs, conducted gender based analysis in planning and provided sex-disaggregated data in reporting. Each of CIDA's sector specialists was responsible to promote gender equality in their respective working groups. To concretize this strategy, the CIDA field and headquarter gender team developed a Gender Equality Action Plan (two drafts, one in 2005 and another in 2007). Overall, the Program received "highly satisfactory" ratings for incorporation of gender equality in policy dialogue (score of 4.4) and planning (score of 3.8), but was rated only "moderately satisfactory" in implementation (score of 2.6) and in the achievement of results (score of 2.4).

Most donors indicate having a gender equality policy and having gender equality as a program objective. However, only 10 donors (27%) have reported specific funding for gender equality from 2006-2008. Roughly US\$10 million was provided in support of gender equality over the 2006-2008 period, all of it for gender specific projects, nearly all of it off-budget. Unfortunately, support to gender equality was a paltry portion of the total aid provided by all donors to Mozambique from 2006 to 2008. The 10 donors supported 17 projects with the top three donors: Norway, UNFPA and Sweden providing two thirds of all funding. There is no common fund for gender issues. CIDA is not reported as a funder, even though several CIDA projects had gender equality components and budgets.

As part of the PAP's structure, a gender cross-cutting working group was set up, headed by UNFPA with the following core members: Canada, the EC, Italy, Ireland, Netherlands, and Sweden. Canada, through its local gender advisor was extremely active on this group and highly regarded by everyone. The selection of UNFPA as chair of the GE working group may be questioned given that UN agencies are not signatories to the 2004 and 2009 MoU. Also, UNFPA carries little clout in the PAP's community, with an overall ranking of 23rd as a donor to Mozambique.

As Mozambique's GDI is one of the lowest in the world, CIDA's commitment to gender equality is highly relevant. Despite active participation on the cross-cutting working group, little progress was made overall in terms of PARPA outcomes due to the absence of sex-disaggregated data

from which to conduct a gender-based analysis to monitor trends. CIDA could consider providing support for gender equality including to line agencies for the collection of sex-disaggregated data, as well as consider a gender specific program, given that gender as a cross-cutting theme, from the PAF perspective, is not effective.

3.5.4 HIV/AIDS Cross-Cutting Issue

In 2004, at the time of the CDPF approval, CIDA reported that the HIV/AIDS infection rate was estimated at 13%. Two years later in 2006, when PARPA II was approved, an estimated 16% of the population aged 15-49 was serum-positive – 1.5 million Mozambicans were living with HIV/AIDS of which 57% were women, 37% were men, and 6% were children. An estimated 21.9% of women age 20-34 were infected, compared to 7.2% of men in the same age group. In addition, 8.5% of girls age 15-19 were infected, compared with 2.8% of boys – indicating that the pandemic’s consequences fell three times more severely on women and girls. Each day there were 500 new HIV/AIDS infections. PARPA II declared HIV/AIDS to be “a national emergency” which the rates of prevalence from 1990 to 2007 confirm.

The national response to HIV/AIDS began in 1988, with the establishment in MISAU of the National Program for the Prevention and Control of AIDS . The impact of the 1988 plan was minimal. In 2000, the Council of Ministers endorsed the first integrated National Plan to respond to HIV/AIDS—the Strategic Plan to Combat HIV/AIDS (PEN) 2000-2002—and established the National Council to Combat AIDS (CNCS), which included representatives from the GoM, CSOs, and research institutions. A second PEN (PEN II - 2005-2009) was elaborated in 2004 and marked the GoM’s decision to provide national-level AIDS treatment to those in need, together with a comprehensive program for care as well as prevention. PARPA II’s goal in relation to HIV/AIDS is to halt its spread. Five areas of action were selected based on PEN II stated priorities. The table above presents the Joint Review reporting on HIV/AIDS over the 2004-2007 period, which indicated that the PARPA II targets were either dropped or reduced. For those remaining, half were achieved, half were not.

Table 16: Joint Review Discussion of HIV as a Cross-Cutting Issue (2004-2007)

HIV/AIDS Cross-Cutting Issue Indicators		2004		2005		2006		2007	
# people benefiting from ARV	Target	4,000	Target	n/a	Not Found in JR	15%/ 40,000	Target Achieved	96420	Target not Achieved
	Actual	7,414	Achieved	n/a		16%/ 41,110		88211	
% of HIV+ pregnant women who received prophylaxis in last 12 months	Target	8,000	Not Achieved, but progress visible.	15,000	Not Achieved.	16,000	Not Achieved	13%/ 22,500	Joint Review Reports Target Achieved
	Actual	6,511		7,297		12,150		No Data in JR	
HIV Prevalence Rate	Target	<14.9%	Target achieved.	Not included in PAF for this year.		Not included in PAF for this year.		Not included in PAF for this year.	
	Actual	14.9%							

The CDPF selected HIV/AIDS as one of the four priority sectors and also included it among its four cross-cutting themes. The CDPF and its Strategic Results Framework was aligned to PARPA I and like it, focussed on prevention and education (no anti-retroviral treatment) and made no explicit target commitment related to its cross-cutting program.

Overall, the CIDA-funded bilateral responsive and directive projects incorporated HIV/AIDS as a cross-cutting theme in their policy discussions and planning, and in some sectors – notably education and ARD – a specific budget for HIV/AIDS activities was also provided. The “satisfactory” rating (score of 3.6) for HIV/AIDS as a cross-cutting theme however differs from the CDPF objective, which was “to stop or reverse the prevalence of HIV”. As a program outcome, this was clearly not achieved at the end of the CDPF period: the national rate had

risen to 16.1% with the southern part of the country having prevalence in some parts of up to 38%¹⁴ compared to 13% when the CDPF was approved. There was no overall program monitoring of the results of this cross-cutting approach by the country program management.

CIDA's support to CNCS and its role as lead donor (CIDA held this position twice during the evaluation period) allowed CIDA to significantly influence the coordination of the country's HIV/AIDS response.

Canada's funding support to HIV/AIDS in Mozambique is greater than the bilateral budget, as CIDA is a significant contributor to the large multilateral programs for HIV/AIDS in Mozambique. CIDA is a major contributor to the GFATM. GFATM, WFP and UNFPA combined contributed 16.5% of all funding for HIV/AIDS from 2006-2008. In this same period, USAID was the largest donor providing 56% of all funding. The three largest donors in the sector (USAID, GFATM, and the World Bank) combined account for 75% of all funding. Canada's ranking is 10th among 24 HIV/AIDS donors over the same period with its funding contribution estimated at 0.09% based on its bilateral funding.

The 2007 Mid-Term Review raised the question as to what was the appropriate role for bilateral support, given the CIDA's support to HIV/AIDS and health via Multilateral Branch. While the 2007 Review raised the question, it did not answer it. The question remains relevant for this 2009 CPE. HIV/AIDS in all its dimensions remains relevant as a cross-cutting issue. Based on the CPE findings, a greater effort is needed to improve the monitoring of results.

4. Major Findings per Evaluation Criteria

4.1 Overall Findings of Evaluation Questions

The CPE team's main information gathering activities related to the sample of 24 projects and their assessment according to eight criteria: (1) relevance, (2) effectiveness/results, (3) sustainability, (4) coherence, (5) efficiency, (6) management principles as per the Paris Declaration, (7) incorporation of the CDPF's four cross-cutting issues: capacity development, gender equality, HIV/AIDS and the environment, and (8) monitoring and evaluation.

As shown in the table below, the Mozambique Program scores "satisfactory" overall (score of 3.3). The highest rating are for the Program's relevance to Mozambican needs, CIDA's policies and global priorities. Its lowest rating are to the sustainability of the program results, due to the high aid dependence of Mozambique and to the generally low national and local implementation capacity. Although the Program is "moderately satisfactory" in terms of results achievement (score of 3.1) and performance measurement (score of 2.8), this is an area where significant improvement is possible. CIDA as one of 19 signatories to the PAP's MoU is heavily dependent on the Joint Review as a monitoring and reporting system, which it can influence, but only to a limited degree.

¹⁴ Triangulation Report, Draft, Mozambique, CNCS, 2008

Table 17: Aggregate Average by Key Questions and Sectors

Key Questions	ARD	Education	Governance	Health	Average
Relevance	4.2	4.4	4.6	4.5	4.4
Effectiveness / Results	2.9	3.1	2.5	3.7	3.1
Sustainability	2.4	2.4	2.5	2.3	2.4
Coherence	3.2	3.9	3.6	4.1	3.7
Efficiency	3.1	3.2	3.1	3.6	3.2
Management Principles	3.1	3.5	2.5	3.6	3.2
Cross-Cutting Issues	3.6	3.3	3.0	3.6	3.4
Monitoring and Evaluation	2.4	2.9	2.7	3.3	2.8
Average	3.1	3.3	3.1	3.6	3.3
A total of 22 assessments were made: ARD(7), Education(5), Governance(5), Health(5)					
Rating Scale: i) Highly satisfactory (4.1-5); ii) Satisfactory (3.1-4); iii) Moderately Satisfactory (2.1-3); iv) Unsatisfactory (1.1-2); v) Very Unsatisfactory (0-1); vi) n Not known					

4.2 Findings by Key Criteria

In the following sections, sectoral comments follow the order of performance of the sector according to the evaluation question.

4.2.1 Relevance

The evaluation was asked to consider the extent to which the objectives of the development intervention are consistent with country needs, CIDA policies and global priorities.

All sectors scored best on issues of relevance, with an average score of 4.4, or “highly satisfactory” in a range of 4.2 to 4.6. There was clearly a high level of alignment of the CDPF with PARPA goals and hence national policy. No sector showed much of a difference from any other within these criteria, indicating that CIDA’s sectoral programming, while quite varied across mechanisms and channels, responded to GoM priorities in each case.

4.2.2 Effectiveness/Results

The evaluation was asked to identify what had been achieved, related to the intervention’s objectives, or for ongoing interventions, what is expected to be achieved.

General budget support, bilateral directive projects, and partnership responsive projects were rated “moderately satisfactory” (respectively 2.3, 2.4 and 2.6), whereas sector budget support, multilateral responsive projects, and bilateral responsive projects scored higher (respectively 3.1, 3.6 and 3.7, or “satisfactory”). This could be explained by some projects being over-ambitious, while others underachieved or had poor reporting on results.

The education and health sectors scored “satisfactory” (3.1 and 3.7 respectively), whereas the governance and ARD sectors only scored “moderately satisfactory” (2.5 and 2.9 respectively) when it came to assessment of effectiveness in results delivery, suggesting that results are hard to deliver even when the program is highly relevant. The average score for the effectiveness of all projects reviewed is “satisfactory” (3.1), but variations among projects show rankings ranging from “unsatisfactory” to “satisfactory” (i.e. 1.5 to 4.0). More than one sector report over-ambition in expectation of results, but the largest contrasts in achievement tend to be across mechanisms.

In **Education**, there are important results (see text box), but less than had been planned. The reasons for this are primarily overambitious expected results or instances where geographical and sub-sector coverage does not match human resources. In the case of SEMM, despite high effectiveness on the supply chain, the lack of data and the complexity of the cause-effect result chain makes it difficult to confirm that the use of textbooks led to improvement in instruction and learning, or in awareness of gender and health issues. In addition, in the case of the Pool Fund, the nature of the intervention itself makes results attribution difficult.

In the **ARD** project portfolio, performance is varied with evidence of successful outcomes related to poverty reduction in responsive projects, which are much closer to the subsistence farmer target group. Poverty reduction outcomes related to PROAGRI were harder to identify, as historically its emphasis has been on institutional capacity building. As well, it is difficult to connect PROAGRI service delivery with sectoral change, as services (whether improved or not) reached such a small proportion of the rural population. Results from IRWDP had to be continually scaled back from expectations, due to operational difficulties, budget shortfalls, and cost underestimates.

Highlights of Project Results in Education

- In the least-developed provinces of Cabo Delgado and Niassa, the PLEM project (Promotion of a Literate Environment – \$6.2M – executed by CODE Canada in partnership with Progresso, a Mozambican NGO) improved the reading and writing teaching skills of 9,850 primary teachers and education officers; distributed 24,000 copies of teacher training manuals; upgraded or installed 1,815 school libraries; and published over 700,000 copies of books and manuals in Portuguese and/or local languages to support bilingual education from grades 1-4.
- Targeting the poorest of the poor, the Coastal Rural Support Program (CRSP – \$9.5M – executed by the Aga Khan Foundation) initiated 71 pre-school groups in which 4,000 children—with a slight majority of girls—enrolled; improved 137 schools through teacher training, material supplies and infrastructure upgrading; and trained 331 literacy educators in 143 villages thus enabling over 8,600 youth and adults to complete literacy courses.
- The Education Sector Pool Funds (FASE I & II – \$45.2M) produced important progress in terms of access. Among other results, net enrolment in lower primary schools increased from 69% to a national average of 100%; enrolments in upper primary schools doubled; and they increased more than three times in secondary schools.
- The Canadian Teacher's Federation's project (\$219,710) helped its sister organization to influence National Education Plans and create a Code of Ethics for Teachers (to be distributed to all teachers in Mozambique in 2010).

In **Health-HIV/AIDS**, the THRP project scored “highly satisfactory”, and has captured MISAU’s attention as a good model for other training centres throughout the country. Though the CNCS scored the lowest among the projects assessed, it has made a huge contribution to raising awareness on HIV/AIDS. Through the common fund, CNCS funding to Mozambican CSOs has offered the latter an opportunity to improve their capacity through the implementation of community-based projects. Although the Catalytic Initiative – also an AHSI investment – is relatively new, it has already demonstrated results by distributing 400,000 long lasting mosquito nets. However, no information regarding outcomes was available at the time of the CPE.

In **Governance**, the results from the two GBS investments were considered “satisfactory” by the Joint Reviews for 2005 to 2008, however against CIDA’s LFA criteria, many of the indicators of success, especially in the governance areas were not met, lowering their score. As well, the lack of a National Household Survey in the 2006-2008 period meant that the purpose for which the \$20 million GBS support had been approved—to alleviate poverty—could not be confirmed. The RDGI scored the lowest because there was no report on outcomes. Most RDGI initiatives were small with little tangible results in governance, with the exception of the election support through UNDP Trust Funds and the core funding to the Mozambican League of Human Rights. By contrast, clearance of land mines ranked highest, as once the land was cleared in the three provinces it could be put to productive use. COCAMO’s project (Building Capacity of Emergent Local NGOs) scored low, mainly because there were no reported outcome results in terms of change in citizens’ well-being and also because they had too many indicators (63 in total) to have a cost effective results monitoring system.

It should be noted that the overall low score of results effectiveness, may not be due to the fact that projects have not “performed well”, but may be due to the fact that available documentation did not properly document the results achieved. The project evaluations, monitoring reports, and annual performance reports often provide information regarding the project’s “functioning”, or reporting at the “output” level without sufficient attention to the results at the “outcome” level. Moreover, the CPE methodology did not include determining impact results, given the number of projects to review. To remedy the situation the monitoring and evaluation system at the project and sector levels needs to be strengthened.

Highlights of Project Results in Agriculture and Rural Development

- The Inhambane Rural Water Development Project (IRWDP – \$10M successfully demonstrated the validity of the “demand responsive approach” to rural water supply and sanitation. 248 water points were constructed and, at program-end, 219 water committees (87%) were managing a functional water supply and 52% of the committee members were women.
- PROAGRI I (\$20M), was one of the first common funds established in Mozambique and was set as an example of best practices for other sectors. Among its achievements, it successfully replaced fragmented donor-driven projects with a comprehensive agricultural development program that allowed donors to focus their assistance behind a government vision, and helped transform the Mozambican Ministry of Agriculture into a modern institution for public sector interventions in support of the agricultural sector.
- The Coastal Rural Support Program (CRSP – \$9.5M – executed by the Aga Khan Foundation) has reached over 16,000 households through its component to help increase food security; has rehabilitated and built 58 village water points providing improved access to water for over 35,000 persons; and has organized 70 schools with village volunteers looking after an average of 60 children.
- The Sustainable Livelihoods and Agriculture Project (SLAP – \$6.5M – executed by Oxfam Canada with local NGOs) aims to organize and improve the productive activities of community and smallholder farmers’ groups, and currently benefits 1,260 people directly and 7,560 people indirectly.
- The World Food Program’s Mozambique Floods Protracted Relief and Recovery Operation provided food support to over 1 million flood and drought victims of all ages (50% women), and resettlement aid to the former. Food and health assistance was also provided to orphans and vulnerable children, HIV/AIDS affected people, and pregnant and nursing women.

4.2.3 Sustainability

The evaluation was asked to examine the possibility of continuation of benefits from a development intervention after major development assistance has been completed. The sustainability ranking (2.4 or “moderately satisfactory”) suggests that whatever gains have been made in results are at considerable risk of retrenchment due to Mozambique’s very high level of external aid dependency and the low capacity of the national and local institutions to support continuing results.

In **Education**, apart from the SEMM project where the time needed for the sustainability of the textbook supply chain could be considered as short, most projects results require a medium to long term continuous Canadian support in order to be maintained. This Canadian support provided through CIDA’s PBA funding or through Canadian/Mozambican institutional partnerships is of particular importance in terms of institutional capacities of national structures, especially at the regional and local levels. In this context, the GoM’s capacity to maintain the results is linked mainly to CIDA’s capacity to provide predictable and timely funding, and to its capacity to play an active role in policy dialogue and donor coordination through the FASE common fund. The above statement could apply to other sectors supported by the Program. CIDA’s support to the civil society organization Progresso through the PLEM project led to the development of teaching material in five local languages, following the Ministry’s strategic plan and position toward bilingual education. The Ministry is looking at purchasing this material in the 16 official local languages.

Highlights of Project Results in Governance
<ul style="list-style-type: none">• The General Budget Support for Poverty Reduction (GBSPR -- \$20M), among other results in Mozambique, helped consolidate democracy (the 2008 municipal elections were considered by the international community to be free and fair); enabled the Government to direct 65% of the State Budget to priorities of the national poverty reduction plan; and contributed to Mozambique’s improved rating in many of the Public Expenditure and Financial Accountability (PEFA) indicators.• The COCAMO project for Building Capacity of Emergent Local NGOs (\$1.55M – executed by COCAMO, a coalition of Canadian NGOs) supported 4 Mozambican NGOs in becoming effective and responsive to marginalized populations in Nampula province. Among other results: community and reproductive health services were provided to 720 families living in 11 villages; loans & savings services were provided to 2,215 members (a 120% increase between 2004 and 2006); 114 persons with AIDS received regular home visits and 120 benefited from food and medicine support; and 34 rural community water committees received training to facilitate their mobilization/organization.

In **Health-HIV/AIDS**, the two PBAs scored the lowest on sustainability as the national and local institutions have a low capacity to consistently sustain results. The other projects scored better as they have a capacity building component at the district and/or community level. The Catalytic Initiative is expected to be sustainable as it strengthens the planning capacity of local health institutions, which is expected to be retained.

In **ARD**, sustainability is an issue across all projects. All mechanisms are highly dependent on donor funding. Broad sustainability issues reflect the difficulty of operating in the Mozambican interior as well as new conditions created by climate change.

In **Governance**, sustainability scores are also low for similar reasons: high aid dependence and low national institutional capacity, for both government and CSO recipients. The two GBS projects were ranked low as GoM institutional capacity is weak and aid funds support 50% of the State Budget which is not sustainable. As well, the CPE was unable to find any estimate as to when GBS was to end.

RDGI initiatives were too short (less than one year) to be able to generate sustainable results or to contribute to institutional sustainability of CSOs. For the de-mining project, once the land was cleared, the result was sustainable although the de-mining operator (Handicap International Mozambique) relies totally on international donors for its operational funds. One of COCAMO’s

CSO partners achieved operational financial self-sufficiency as a savings and loan credit union during the 2004-2006 period (with its well-trained board, staff and volunteer members – 2,215 female members – it could be self-sufficient without further outside assistance, a highly successful result in Mozambique). The other three COCAMO partners however are fully dependent on international donors funding, and only one of the three has quality programs and satisfactory reporting to attract donors' funds to sustain and expand its programs in HIV/AIDS education and community health.

4.2.4 Coherence

The evaluation was asked to examine the consistency of development interventions among development actors including the government, NGOs and international organizations. Coherence scores as "satisfactory" (3.7) next to Relevance in the overall assessment. On the whole, projects are coherent when measured through criteria of internal consistency, of integration to the Canadian cooperation context, and of complementarity with other cooperation partners in the sector.

All **Education** projects present a solid chain of causality between activities and planned results, except in the case of SEMM where the quality outcomes rely too heavily on outside actors. Projects reviewed support the CDPF "balanced approach", although Multilateral and Partnership Branches are less involved in the education sector. Finally, complementarity between Canadian projects and those of other cooperation partners in the same sub-sector or geographical area, apart from CRSP, is remarkable.

The range of **ARD** interventions and mechanisms give the program balance, which can also be expressed as coherence. The CDPF originated at a time when CIDA had little experience in PBAs, and with the exception of PROAGRI, the sector retains a more traditional project approach, though it may also be said that the responsive interventions were a conscious risk mitigation measure against possible non-delivery to the rural sector under PBAs. The IRWDP is the only case that fits less well with the others, but rural water supply and sanitation is a major issue throughout Mozambique, and important to poverty reduction because of linkages to health and productivity.

All **Health-HIV/AIDS** initiatives scored "moderately satisfactory" or higher. The programs that CIDA supports complement one another: multilateral support is working at district and community levels, while the bilateral program is working at national and provincial levels with

Highlights of Project Results in Health and HIV/AIDS

- The PROSAUDE Common Fund (\$25M) has helped to reduce mortality due to malnutrition from 15.2% to 13.5%; infant mortality from 147/1000 to 124/1000 live births. Antiretroviral (ARV) treatment is now available throughout all districts in Mozambique and there is at least one institution delivering ARV in each of the 128 districts. The integration of HIV treatment into primary health care has resulted in the Prevention of Mother to Child Transmission (PMCT) being integrated into the Prenatal Care, effectively increasing the number of women in the PMCT program.
- The Training for Health Renewal Program (THRP – \$1.9M – executed by the University of Saskatchewan in longstanding partnership with the Mozambican Ministry of Health) used the "train-the-trainers" and "community involvement" methodology offered by the Massinga Centre for Continuing Education in Health (established in previous years with CIDA support), to increase the number of trained health workers who are able to effectively work at the community level. The Massinga Centre has: provided continuous education training to Polyvalent Community Health Agents at the provincial level; developed didactic material; and trained teachers who are working at the Massinga Centre as well as in other training institutions.
- The HIV/AIDS Responsive Fund (\$4M) has enabled civil society to implement some 50 initiatives relating to awareness, prevention, and care for people living with HIV/AIDS. Advocacy activities have linked communities to policies, such as the Mozambique Movement for Access to Treatment.
- The Catalytic Initiative (CIDA \$27 M of total \$105M) – multilateral collaboration between UNICEF and Canada) started in 2007 with 33 Mozambican districts and plans to cover all districts by 2012. In 2008, the 400,000 long-lasting insecticide-treated bed nets had been distributed to pregnant women and children.

some impact at district level (PROSAUDE), and the CNCS common fund is working at the district and community levels with policy being driven at the national level. The bilateral responsive programs are interacting at community level and feeding lessons learned into bilateral programs. A good example of this is the Training for Health Renewal Program (THRP) which started off as a partnership project and is now a bilateral project.

In the **Governance** area, the two GBS scored the highest on the coherence criterion. RDGI scored lowest, because, its activities were conducted in isolation from other governance initiatives by CIDA and other donors. While the mine clearance program was coherent with Canadian policies in support of the implementation of the Ottawa Treaty, international efforts in Mozambique were declining when the initiative was approved, hence it's lower ranking.

4.2.5 Efficiency

The evaluation was asked to assess how economically resources/inputs (fund, expertise, time) were converted to results. Efficiency ranked "satisfactory" (3.2) across all sectors however certain delivery channels were rated as less efficient than others. Bilateral directive projects and partnership responsive projects were "moderately satisfactory" (2.8), while all other delivery mechanisms rated higher: i.e. "satisfactory" (ranging from 3.3 to 4.0) for bilateral responsive projects and PBAs and "highly satisfactory" (4.1) for multilateral responsive projects.

In **Education**, projects reviewed show a high degree of variability from "moderately satisfactory" (2.5) to "highly satisfactory" (4.0). Although the projects' input strategies are linked to available resources, SEMM is illustrative of a nearly optimal combination of consistent funding to cover most of the needs of the system in textbooks and highly specialized technical assistance, during the CDPF period. By contrast, CRSP lacks the logistical means to adequately supervise the geographical area covered by the project and relies on unpaid volunteers (poorly qualified) to implement activities. Overall, projects face difficulties in mobilizing human resources to monitor activities conducted "in the field" and financial resources to avoid delays in the implementation of activities. Given its financial contribution, CIDA may have played a more active role in "policy dialogue" regarding education issues if it had the ability to mobilize appropriate technical expertise in the field.

In **ARD**, greater efficiencies are noted in PBA mechanisms principally because of the donor alignment they have brought, on-budget financing, and reduced transaction costs for the GoM. The one bilateral directive project had on-going inefficiencies that were never satisfactorily resolved. Efficiencies were assessed as "satisfactory" in bilateral responsive and multilateral responsive projects, though the bilateral projects required a higher resource concentration to deliver results. There would appear to be a minimum investment necessary (including human resources) to achieve results at a level considered necessary for livelihood improvements. The multilateral investment was able to take advantage of existing in-country mechanisms for operational efficiencies.

In **Health-HIV/AIDS**, there are 10 donor-GoM working groups. Of these, CIDA is involved in the SWAp Health Partners Group, co-chairs the Audit and Finance Working Group, and participates in the Human Resource and Monitoring and Evaluation Working Groups. This participation requires a significant level of effort and time commitment, as it involves extensive work in coordinating and achieving consensus with other health partners (donors and civil society) as well as working with MISAU. At the time of the evaluation, CIDA's field presence has one person coordinating investments in HIV, one person coordinating health-sector investments and one HIV specialist. This has changed to one Canada-based staff as sector-lead for health including HIV and one HIV specialist. The health portfolio is managed efficiently, giving Canadian staff the opportunity to work with other donors and exchange views on policy issues.

In **Governance**, the two GBS initiatives scored highest on this criterion, as they were approved quickly, the funding was provided as planned and CIDA experts were heavily involved in the PAP's process through the Economist Working Group and the Joint Review process. The RDGI scored the lowest, as it took the longest to disburse (5 years), had no governance expert contribution and did not have administrative systems in place to the Agency's standards, including monitoring.

4.2.6 Management Principles (Ownership, Alignment, Harmonization)

The evaluation was asked to examine the management principles applied in relation to the principles of ownership, alignment and harmonization as defined in the 2005 Paris Declaration. Most sectors report "satisfactory" adherence (3.2 rating overall) to Paris Declaration principles, a finding bolstered by the relatively high number of operational PBAs (7) in the total sample.

In **Education**, except for CRSP, all projects demonstrate a "satisfactory" to "highly satisfactory" application of the ownership, partnership and harmonization principles. Except for CRSP, all projects are designed to reinforce national capacities at both central and local levels to exercise effective leadership over its development agenda and to coordinate the efforts of the various donor partners. CRSP was found to be a "state within the state" working in relative isolation from other donor partners although partnerships established at the community level are noteworthy. Harmonization is best exemplified by FASE and SEMM that use common arrangements and procedures to deliver aid. At the regional level, PLEM is networking with other stakeholders but is constrained (as CRSP is) by the suspension of NUCODE (the Center for Coordination of Education): a provincial forum bringing together NGOs and CSOs under the leadership of the Provincial Directorate of Education. However, PLEM does coordinate its activity closely with the district and provincial government levels, ensuring that their planning coincides with the cycle of the Ministry of Education and Culture.

In **ARD**, all projects, except the IRWDP, rate "satisfactory" or better on Management Principles. PBAs rate higher than do all other mechanisms, with greater GoM ownership and harmonized donor mechanisms. The latter mechanisms are stronger in PROAGRI II than they were in PROAGRI I. Bilateral responsive projects were off-budget, and though there were examples of multiple donor support and inter-sectoral coordination/alignment (e.g. CRSP) there was no evident harmonization. WFP works in response to the National Institute for Disasters and Calamities (INGC) so operationally it is well aligned with GoM.

In **Health-HIV/AIDS**, all projects were rated "highly satisfactory" on this criteria showing evidence of local ownership and leadership, as well as harmonization among donors in the use of common arrangements and procedures. Regarding alignment to national systems, PROSAUDE is fully integrated with the move towards using national budget, financial procedures and procurement systems.

In **Governance**, the two GBS projects were rated highest on ownership, harmonization and alignment, as these were contributions to the State Treasury. RDGI scored low on alignment as no local systems were used, except for the common funding for the Mozambican Human Rights League and the UNDP Elections Trust Funds. Handicap International (HI) owned the land mine clearance initiative and coordinated it with GoM, but this was more aligned to CIDA's systems than HI's or GoM's and was not harmonized with other donors. COCAMO's partners clearly owned their initiatives, but these exhibited few alignment or harmonization features.

4.2.7 Cross-Cutting Issues

The evaluation was asked to consider the extent to which the CDPF's cross-cutting issues – gender equality, the environment, HIV/AIDS, and capacity development – were integrated into the program design, implementation and results. The “satisfactory” score (3.4) derives mostly from their having been considered in policy and planning, rather than from evidence of results.

In **Education** interventions in the areas of gender equality, HIV/AIDS and environment, the results are mixed. In SEMM, PLEM and CRSP, these issues are incorporated into the learning materials produced but support provided to teachers to make an effective use of these contents in the classroom is weak. Although gender issues are integrated in project activities and communications with communities and teacher's organizations, projects' assessments noted that these activities need more efforts to be translated into behavioural changes. More controversial is the HIV/AIDS issue in the education sector. MEC recognizes the need to address HIV/AIDS in schools, but also the difficulty due to the different cultural and religious background of teachers, pupils, and parents; hence progress is slow. Environment does not represent a major concern and PLEM, which is the strongest project on cross-cutting issues, considers that environmental requirements for school construction, as they are actually defined and applied, constrain the expansion of access to education in rural areas. Capacity development is systematic, effective and highly valued in all projects due to lessons learned about strengthening professional competencies (planning, teaching, management and supervision) and engaging the spectrum of stakeholders from children/student, to community leaders and government officials.

In **ARD**, projects are varied in their scores on cross-cutting issues. In the case of responsive projects cross-cutting issues are systematically incorporated due to lessons learned about their contribution to achieving sustainable outcomes. Gender issues are of urgent concern in Mozambique, where there is increasing feminization of poverty, whether for reasons of straightforward access to services, or impacts of HIV/AIDS prevalence on family productivity and resources. HIV/AIDS issues were addressed in all projects. Environment is increasingly becoming a high risk factor in achievement of agricultural transformation in some areas, due to increases in all disaster types: droughts, floods and cyclones.

In **Health-HIV/AIDS**, HIV/AIDS as a cross-cutting issue was considered in all sampled projects. With PROSAUDE, MISAU has set policy and provides HIV/AIDS care and treatment services at health centres and posts across the country. Gender equality has been moderately satisfactorily incorporated—in 2008, MISAU launched a new five-year Gender Equality Strategy for the Health Sector—whereas environment less so, mainly because in most cases it is not applicable. Gender-based training materials have been developed and incorporated into the Massinga Health Training Centre's curriculum through THRP. Capacity development is in all sampled projects, either training at community level or through training institutions.

In **Governance**, attention to gender equality, HIV/AIDS and capacity development was the greatest among the two initiatives implemented by Canadian NGOs: COCAMO, and the Canadian Auto Workers (CAW)-Handicap International land mines clearance project. Attention to the environment was less frequent overall, often because environmental issues were not relevant to the initiative's activities. For the two GBS initiatives, gender equality, HIV/AIDS and the environment were planned as cross-cutting issues, but reporting was weak. RDGI had several dedicated initiatives for gender equality that were highly satisfactory, but overall, GE was not mainstreamed as had been planned.

4.2.8 Performance Management / Monitoring and Evaluation

The evaluation was asked to assess whether the management strategy for assessing the performance of development interventions against stated results (outputs, outcomes and impacts) including monitoring and evaluation was adequate and appropriate.

Mozambique generally receives good marks in the area of M&E¹⁵, principally because the PAF, anchored on the PARPA, acts as the main tool for mutual assessment. All sectors were considered “moderately satisfactory” (average of 2.8) in M&E and management for results, with health receiving a higher rating of “satisfactory” (3.3). While project specific M&E needed improvement, the existing Joint Review system and the Performance Assessment Framework (PAF) are tools headed in the right direction. The CPE found a general consensus among participants that the Joint Review systems can and should be strengthened, even as they are considered as good practice by the international community.

In **Education**, weaknesses are found in all projects’ RBM and M&E systems. Apart from the lack of indicators on the quality of education especially at the outcome level, there is no common trend in the nature of the indicators considered. Adequate joint monitoring and evaluation systems at the central level (FASE and SEMM) and at the provincial level (PLEM) are undermined by a greater emphasis placed on procedures and processes than on development results (FASE); by uneven sets of results and indicators depending on the project’s components; by a lack of baseline data (PLEMM); and by unclear outcomes indicators related to teaching and learning (SEMM). Despite adequate monitoring system and results identification at output and outcome levels, other projects lack human resources to collect data (CRSP) or operate outside of effective joint monitoring and evaluation system (CRSP and CTF). If projects produce regular financial and activity reports, as required by CIDA, feedback on these reports by CIDA has not been documented. Frequency of independent assessments through individual or joint exercises, especially for non-bilateral projects, varies from one project to another, as does regular monitoring by the CIDA local team in Maputo.

In **ARD**, as in other sectors, RBM requires a sturdy performance measurement framework and a responsive management system to be effective. Only responsive projects tended to have both, though even the majority of these projects considered that M&E needed to be improved to enhance RBM. By contrast, the output indicators used by MINAG to report to the Economic Development Pillar, reflect an inadequate view of the sector. The CPE noted that not a great deal of concern was expressed during the Joint Review that M&E systems and performance were not better. As well, there are issues that relate to responsibility and accountability for achieving/reporting on the agricultural indicators used both for PROAGRI and for PARPA. For example, low execution under one PAF indicator, measured an off-budget activity, for which MINAG could not be held responsible. PROAGRI has been rated “unsatisfactory” (1.5) due to inappropriate M&E vis-à-vis the ARD sector.

In **Health-HIV/AIDS**, overall the initiatives are “satisfactory” in the management for results. The Catalytic Initiative conducted a baseline survey, used to monitor their progress. The M&E systems of CNCS and MISAU are “satisfactory” but need to be strengthened through technical and human resource investments.

In **Governance**, the \$5 million GBS project was a pilot for CIDA and hence close attention was given to its planning. As well, it was examined by CIDA’s internal audit (2007) and subject to a self-assessment and lessons learned review by the Mozambique Program in 2006. The GBS

¹⁵ 2008 Survey on Monitoring the Paris Declaration: making Aid more effective by 2010, OECD, 2008.

had no CIDA commissioned reviews, but did benefit from an assessment done in collaboration with other donors. In 2006, a study of GBS was funded and guided by a consortium of 24 aid agencies including CIDA. Critically, a National Household Survey was published in 2005 during the pilot GBS which confirmed the GoM was meeting its poverty reduction targets to 2003/2004; however, no similar survey has been published since. COCAMO scored the lowest, as there was no CIDA evaluation during the period, and the last CPB Program Evaluation was conducted 10 years ago in 1999. While RDGI had an evaluation in 2008, its outcome results statements were such that they could not be measured due to the poor quality of its indicators. The landmine clearance project had an inadequate baseline making it difficult to determine the impact of the land clearance achievements – before compared to after – but there was a good risk mitigation strategy in place consisting of safety measures for employees and the high quality, safety equipment provided.

5. Major Findings per Delivery Mechanism and Channel

The CPE was asked to assess the performance of the various aid delivery mechanisms including PBAs, directive and responsive interventions, as well as bilateral, multilateral and partnership delivery channels in order to determine their relative strengths and weakness in the context of the CDPF objectives. Bilateral responsive and multilateral responsive projects have a higher overall performance rating (respectively, 3.7 and 3.9, or “satisfactory”), compared to bilateral directive projects and partnership responsive projects (2.8 and 2.9, or “moderately satisfactory”) – see Annex E (Aggregate Average by Key Questions and Delivery Mechanisms).

5.1 Delivery Mechanisms

Within this CPE six delivery mechanisms have been considered and analyzed:

- i) General Budget Support (2 projects: phase I and II of the DBS-GBS)
- ii) Sector Budget Support or Common-Pool Funds (8 projects: 2 in agriculture, 3 in education, 3 in health)
- iii) Bilateral-directive (4 projects: one in each of the sectors)
- iv) Bilateral-responsive (6 projects: 3 in agriculture, 2 in education, 1 in health)
- v) Multilateral-responsive: (2 projects: 1 in health and 1 in governance)
- vi) Partnership-responsive: (2 projects: 1 in education and 1 in governance)

The CPE acknowledges that its sample for delivery mechanisms is not representative. Given the requirement to “review PBAs including budget support” required by the Treasury Board Secretariat, this delivery mechanism has been included in the sample at a level of representation higher than other delivery mechanisms with an under-representation of multilateral and partnership branch responsive projects. As well, core funding through the multilateral channel has been excluded considering that it would be very difficult to assess the overall performance of a multilateral institution in the context of a CPE. Also, small projects under \$250,000 were excluded of the sample for cost-effectiveness reasons which had the effect of eliminating most CPB projects.

CIDA defines PBAs as a way of engaging in development cooperation based on the principle of coordinated support for a locally owned program of development. This approach includes four key elements: i) leadership by the host country or organization; ii) a single program and budget framework; iii) donor coordination and harmonization of procedures; and iv) efforts to increase over time the use of local procedures with regard to program design and implementation, financial management, monitoring and evaluation. Within the context of the CPE, PBAs include General Budget Support (GBS) and Sector Budget Support (SBS) and Common-Pool funds.

Table 18: Donors' Total Disbursements By Funding Type and Sector 2006-2008 (US\$)

	Budget Support	Common Fund	Projects	Other*
Agriculture	233 634	124 905 994	485 943 794	22 458 171
Budget Support	1 050 661 849	5 714 286	0	85 714
Education	469 141	205 711 213	267 478 155	16 956 295
Governance	215 040 000	48 244 717	351 974 361	19 349 564
Health	571 429	304 130 389	612 011 312	10 682 326
Other	0	133 424 685	773 983 686	44 281 764
TOTAL	1 266 976 053	822 131 284	2 491 391 308	114 425 897
% / Total	27%	17.6%	53.1%	2.4%
Cda % / Total Cda	8.5%	33.1%	55.8%	2.6%
Source: ODAmoz, April 2009				
* Studies, TA, and smaller funding types are included in this category				

As shown in the table above, from 2006 to 2008, 53.1% (US\$2.5 billion) of all aid disbursements to Mozambique were through the project delivery mechanism. Project funding was followed by budget support at only roughly half the amount, i.e. US\$1.3 billion (27% of total aid). The third category was Common Funds – a further 17.6% (US\$822 million).

5.2 Budget Support

The 2004 and 2009 MoU set out the shared GoM and PAP's overall objective for general budget support (GBS) which is: "to contribute to poverty reduction in all its dimensions by supporting the evolution, implementation, and monitoring of the PARPA". The intermediate objectives are:

- To build a partnership based on frank and open dialogue about the PARPA and the budgetary and planning instruments for operationalizing it;
- To provide financing for poverty reduction, clearly and transparently linked to performance, in a way that improves aid effectiveness and country ownership of the development process;
- To reduce transaction costs;
- To encourage efficiency in public budgeting and spending;
- To enhance predictability of aid flows;
- To increase the effectiveness of public administration;
- To improve monitoring and evaluation; and
- To strengthen domestic accountability.

PARPA I and II are the points of reference for government and donor aid programs, whether they are the IMF's Poverty Reduction and Growth Facility (PRGF), the World Bank's Poverty Reduction Support Credit (PRSC), project aid, common funds, or GBS. The PAF crystallizes government priorities across the PARPA into measurable indicators and serves as an instrument for dialogue, for assessing the GoM's performance in the previous year and for the donors' support commitments for the following year.

Almost all donors make their commitments on the basis of the collective overall donor-government assessments of the government's performance against the PAF indicators. The table below presents a summary of the conclusions and assessment of the Joint Review over the CDPF period. As might be expected, progress across the wide variety of PARPA

interventions is mixed. Overall, since 2004, PARPA implementation has been rated as “satisfactory” or “positive”.

Table 19: PAF Target (PT) Summary 2004-2008

	2004		2005		2006		2007		2008	
	# PT	%	# PT	%	# PT	%	# PT	%	# PT	%
Met	15	37%	24	52%	22	45%	24	59%	20	50%
Not Met, Progress Noted	11	27%	11	23%	22	45%	12	29%	15	35%
Not Met	9	22%	11	23%	4	8%	5	12%	5	12%
No Data	6	14%	1	2%	1	2%	0		1	3%
Total	41	100%	47	100%	49	100%	41	100%	40	102%
Joint Review Evaluation	Satisfactory		Satisfactory		Positive		Positive		Positive	

Support to GBS and government programs is not automatic. GBS has been suspended once by Denmark in 2004 over unsatisfactory audits in a Danish-funded government implemented project, and delayed by several donors in 2001-2002 over the lack of progress on a bank fraud and murder investigation. There have been several evaluations of GBS in Mozambique, done individually by major donors like USAID, the EU, and DFID. A major study was the 2006 Joint Evaluation of General Budget Support funded and guided by a consortium of aid agencies (19 bilaterals including CIDA, and 6 Multilaterals including the World Bank). It was based on seven country case studies including Mozambique. The information gathering was completed in 2004 and 2005 and the report issued in May 2006. CIDA conducted an internal review in 2006 as a self-assessment of its pilot \$5 million GBS project. CIDA’s review did not assess outcomes or impacts, rather it was gathering lessons learned.

The conclusion of the 2006 Mozambique GBS Evaluation was that “overall Mozambique is a very successful case of donor-government collaboration, of learning experience and of goodwill in the development of new approaches”. The evaluation noted the Mozambique PAP-GoM structure was potentially a leader on the organization of aid delivery in Africa.

Regarding the effects of the GBS on poverty reduction, the 2006 evaluation¹⁶ concluded that:

- GBS had a *modest contribution* towards the improvement of basic services for health, education, and other basic services for the poor;
- GBS had a *low contribution* to income poverty reduction, although it contributed positively to broader processes affecting the economic environment and poverty reduction; and
- GBS was a *weak contributor* to the empowerment of poor people. This was due to the fact that parliamentary scrutiny of the budget and public accountability for decisions and spending remains weak, the administration of justice is an area of poor performance and weak reform and there is limited participation of the citizens, especially the poor in participatory decision making. The evaluation noted that while GBS had contributed positively to broader processes affecting empowerment, its overall effects from a pro-poor perspective were marginal.

¹⁶ Evaluation of General Budget Support – Mozambique Country Report, May 2006, pages 85-92

5.3 Sector Budget Support and Common Funds

The early cases of donor harmonization at the sector level were in the health programs and took the form of a common pool or basket fund. The first pool was established in 1996 when donors agreed to amalgamate their funding of overseas hospital doctors, under the management of UNDP – this arrangement ceased in 2000. A drug pool was established in 1997 and a Provincial Common Fund in 1999. In 2003, a national common fund – PROSAUDE - was established to support activities in the health sector. Since then many other donors have joined the scheme. In 2008, a new MoU was negotiated and signed between the GoM and 15 donors for support to the health sector. The new MoU merged the PROSAUDE Common Fund, the Provincial Common Fund and the Common Fund for Medicines into one single delivery channel for sector budget support, and is known as PROSAUDE II.

Another early sector level program support was developed in 1998 for the Ministry of Agriculture. The external funds (about US\$200 million over five years) were earmarked for agriculture and paid into the Central Bank of Mozambique. This arrangement was formalized first in an MoU in 1999 which was renewed in 2001 and 2005. The second MoU was formative in establishing the principals of cooperation, financial management and reporting that were to become a model for other sector-wide approaches in health (PROSAUDE) and in education (FASE) and was influential on the principles of GBS.

As of March 2009, CIDA is a contributor to program-based approach through common funds or sector budget support (SBS): (i) PROAGRI I & II; (ii) PROSAUDE I & II; (iii) National AIDS Council Common Fund I & II; and (iv) FASE I & II.

The CPE assessment indicates that SBS and common funds have worked best in sectors with already high public investment on the part of government such as health and education. In productive areas like agriculture which relies on the private sector and on large networks for distribution of inputs and collection of production, and more than any other sector relies on input from other sectors (roads, credit, water, irrigation, marketing, storage, infrastructure), experience to date suggests that agriculture may be less “PBAable”.

SBS and common funds, like projects, are negotiated and managed at the sectoral or sub-sectoral level between GoM officials and donors. While this gives donors a clear view of what is happening at the sectoral level, the use of common funds at the sectoral level means that there is little incentive for GoM to allocate resources rationally across the whole of government. On the positive side however, sector focused funds have made it possible to strengthen the planning directorates of the sector ministries and to develop annual sector-wide planning and budget processes, which were not possible when the sector activities were mainly financed by projects.

According to the findings of the evaluation team, the differences among delivery mechanisms – GBS, SBS, common funds and projects – are relatively small when averages are considered. All mechanisms need to improve the focus on results for the poor, especially the focus on income poverty and food security. Of all the delivery mechanisms, directive projects appear to be the least effective.

Table 20: Aggregate Average by Key Question and Delivery Mechanism

Key Questions	B1	B2	B3	B4	M1	P1	Average
Relevance	4.1	4.5	5.0	4.6	4.6	4.0	4.4
Effectiveness / Results	2.4	3.7	2.3	3.1	3.6	2.6	3.0
Sustainability	2.1	3.1	2.0	2.0	3.1	2.3	2.4
Coherence	2.7	3.8	5.0	3.8	3.9	3.3	3.7
Efficiency	2.8	3.5	4.0	3.3	4.1	2.8	3.4
Management Principles	3.2	3.5	3.0	4.0	3.6	3.0	3.4
Cross-Cutting Issues	2.9	3.9	2.5	3.1	4.7	3.5	3.4
Monitoring and Evaluation	2.6	3.3	3.5	3.0	3.9	2.0	3.0
Average	2.8	3.7	3.4	3.4	3.9	2.9	3.3
B1(Bilateral-Directive), B2(Bilateral-Responsive), B3(PBA-General Budget Support), B4(PBA-Sector Budget Support), M1(Multilateral), P1(Partnership)							
Rating Scale: i) Highly satisfactory (4.1-5); ii) Satisfactory (3.1-4); iii) Moderately Satisfactory (2.1-3); iv) Unsatisfactory (1.1-2); v) Very Unsatisfactory (0-1); vi) n Not known							

5.4 Delivery Channels

The overall sample of projects reviewed during the CPE includes a total of 24 interventions distributed between three delivery channels: bilateral, multilateral and partnership (as shown in the table below). Interventions supported by Bilateral Branch account for 77.3% of the sample, multilateral 13.6% and partnership 9.1%. Considering total Canadian disbursements between 2004 and 2009, where bilateral channelled 69.1% of funds, multilateral 26.4%, and partnership 4.4%, the sample is not fully representative of the Canadian program during the CDPF period.

Twenty-four projects were reviewed but only twenty-two assessments were made, due to the existence of various phases of the same projects. In certain cases like in Agriculture (PROAGRI-I&II: B-4) and in the GBS (DBS & GBSPR: B-3) one assessment was done for each phase given their specificity. While, in Education two projects (Pool Fund in Education: B-4 and the Support for Education Material: B-1) were implemented in two phases but assessed only once given the similarity of the two phases. Similarly in Health, the Common Fund for the National Aids Council (B-4) was implemented in two phases but only assessed once. Also, the Training for Health Renewal Program was implemented under both CPB and bilateral funding but was assessed only once in the current phase as a bilateral responsive project (B-2).

Table 21: Mozambique CPE Sample Profile per Sector and Delivery Mechanism

Sector	Bilateral				Multilateral Responsive	Partnership	Total Number of Assessments
	Directive	Responsive	GBS	SBS			
ARD	1	3	-	2	1	-	7
Education	1	2	-	1	-	1	5
Governance	1	-	2	-	1	1	5
Health	1	1	-	2	1	-	5
Total number of interventions	4	6	2	5	3	2	22
% of interventions	18.2 %	27.3%	9.1%	22.7%	13.6%	9.1%	100%
Notes: B-1: Bilateral Directive, B-2: Bilateral Responsive, B-3: General Budget Support, B-4: Sector Budget Support, M-1: Multilateral Responsive Projects, P-1: Partnership Branch Responsive Projects.							

Note should be taken that *the evaluation methodology excluded core funding for multilateral and partnership branch interventions*. The CPE team considered that a country program evaluation is not an appropriate instrument to assess the overall performance of a given institution, be it an international organization or a Canadian NGO. Therefore, the CPE team selected targeted responsive projects (M-1 and P-1) supported by those channels. In that context it may be risky to draw too many conclusions from a channel analysis, especially for the multilateral and partnership channels given the limited number and nature of projects reviewed.

Table 22: Performance Assessment of Delivery Channels per Key Question

Key Questions	Bilateral Branch	Multilateral Branch	Partnership Branch	Average
Relevance	4.5	4.6	4.0	4.4
Effectiveness/Results	2.8	3.6	2.6	3.0
Sustainability/	2.4	3.1	2.3	2.4
Coherence	3.8	3.9	3.3	3.7
Efficiency	3.4	4.1	2.8	3.4
Management Principles	3.2	3.6	3.0	3.4
Cross-Cutting Issues	3.1	4.7	3.5	3.4
Monitoring & Evaluation	3.1	3.9	2.0	3.0
Average	3.3	3.9	2.9	3.3
Rating Scale: i) Highly satisfactory (4.1-5); ii) Satisfactory (3.1-4); iii) Moderately Satisfactory (2.1-3); iv) Unsatisfactory (1.1-2); v) Very Unsatisfactory (0-1); vi) n Not known				

The **bilateral channel** is far from being monolithic. It includes three different delivery mechanisms (directive projects, responsive projects, and PBAs – including GBS, SBS and common funds) with significant variation in performance not only between mechanisms but also between sectors. On average, the strongest feature of the bilateral channel is, by far, its relevance; its weakest feature is the sustainability of results.

The **multilateral responsive projects** reviewed have been the most performing to deliver aid in Mozambique during the CDPF period, with scores above the average on all key questions. Even their second weakest feature, the sustainability of results, is far above the average and, at 3.1 on a 5-point scale, considered as the most satisfactory on this criterion. However, since core funding support to international organizations was excluded from the CPE, considering the multilateral channel as the most performing tool of the Canadian program is not justified.

The **partnership channel** is paradoxical. Bilateral funding to initiatives initially funded by CPB performs remarkably well. The main difference between institutional partnerships supported by the bilateral channel and those supported by the partnership channel is that the former are country specific while the latter are often sub-regional or “multi-country”, which raises the issue of monitoring and reporting, often done centrally on a general basis, and not on a country specific basis, making information available for the country less accurate. A closer monitoring of CPB channel interventions by both CIDA headquarters and field personnel could significantly increase the performance of this delivery channel.

5.4.4 Conclusion

All channels and delivery mechanisms are likely to have continued relevance to Mozambique, as capacity continues to be weak and resources scarce. The main conclusion of the CPE regarding delivery mechanisms and channels is that there are advantages and disadvantages to each delivery channel and mechanism.

PBAs (including GBS, SBS and common funds) certainly respond better to national priorities, are subject to a higher level of coherence among development actors, respond to the management principles of the Paris Declaration, and save transaction costs. However, they score lower regarding achievement of results, the potential for sustainability, the consideration given to cross-cutting issues, and they rely on national monitoring and evaluation systems which are often weak.

Responsive projects, either supported by the bilateral or the multilateral channels also offer a good performance on all evaluation criteria. (average score of 3.7 and 3.9 respectively) whereas responsive partnership projects scored lower (2.9 or “moderately satisfactory” overall and 2.0 or “unsatisfactory” for monitoring and evaluation).

Despite the fact that the directive projects reviewed in the context of this CPE scored “moderately satisfactory” (2.8), the CPE team considers that in specific circumstances they remain a valuable tool in the hand of the CIDA management team in Mozambique and elsewhere either to provide “technical assistance”, to support targeted interventions aiming at specific particularly vulnerable groups (e.g. the Canada Funds for Local Initiatives), or to finance an initiative that quickly emerges as a need for further potential investment by the international community. CIDA can sometimes strategically position itself, if able to provide quick support through a local fund.

The findings of the CPE indicate that there is “synergy” at the project level among various delivery mechanisms and channels. “Multi-bi” projects (i.e. when the bilateral program funds a multilateral agency) and projects initiated by CPB and eventually supported by the bilateral program when they proved to be successful, seemed to lead to success stories. This would support the argument, that increasing the collaboration among CIDA delivery channels not only at the project level, but also at the program level, could create a win-win situation for all.

6. Conclusions, Recommendations, and Lessons

6.1 Overall Program Conclusions

6.1.1 General Conclusions

Over the course of the period reviewed by this Country Program Evaluation (FY 2004-2005 to FY 2008-2009), the nature and scope of the Canadian cooperation program in Mozambique has shifted substantially. From a project approach within the context of a Canadian cooperation strategy managed under Canadian rules and regulations approved at CIDA headquarters, it became a much larger and broader program in the context of donor coordination where decisions are made in the field among cooperation partners in cooperation with the GoM. The adoption of PBAs, such as GBS and SBS, is a significant element of such global dynamics. In that context, the Paris Declaration approved internationally and embodied in the Canadian Official Development Assistance Accountability Act (ODAAA) and the more recent Accra Agenda for Action (AAA) create new responsibilities and obligations for CIDA at headquarters and in the field.

The increased focus on donor coordination in the field has led CIDA to make the right decision to decentralize program management. The Evaluation team sees this as a move in the right direction. However, such a decision will have a limited impact if it were not to be accompanied by a number of management and organizational decisions that support this move. The lack of predictability of Canadian cooperation that in the past reduced CIDA’s credibility may have been partially mitigated by the approval of the recent Treasury Board submission. The allocation of

human resources to ensure the appropriate representation of CIDA in the various task forces and committees existing in Maputo remains an important point for CIDA to consider. The sectoral tables imply a broad range of expertise – technical, developmental, managerial, financial, contractual –, and, if CIDA wants to influence development outcomes including assuming a leadership role, the right person must be positioned at the right place. Finally, the issue of the levels of authority must be addressed.

Overall, CIDA's program in Mozambique is satisfactory, contributing substantially to the well-being of the Mozambican people in all sectors of focus, and well aligned with PARPA (I and II). CIDA is an active and respected member in the Program Aid Partnership (PAP) and Joint Review exercise. The evaluation team considers that, although there is room for improvement, the Mozambique Program—which has unfolded in a very favourable development context of local ownership and donor alignment—has achieved some very good results and is a sound, successful, and well-managed program from which to learn and upon which to build.

The Program's strategic direction, as outlined in the 2009-2010 Mozambique Engagement Strategy, is to increase its impact by reducing to three major sectors (education, health, and agriculture) encompassed in CIDA's recently announced (May 2009) thematic priorities.

- In **education** (which contributes to CIDA's "children and youth" priority theme) CIDA has been a significant player and could increase its leadership in this sector, while maintaining its predominant role in the top contributors, the low level of dispersion that has contributed to the Program's performance, and the balance between program and project approaches, and national and provincial interventions.
- In **health** (which also contributes to CIDA's "children and youth" priority theme), the Program's success in supporting strategic and targeted activities against HIV/AIDS would benefit from creating synergy between CIDA's bilateral contributions and its contributions to multilateral institutions such as the Global Fund and the World Bank, which would imply adopting a broader health sector strategy.
- In **agriculture**, which continues to be a priority sector in Mozambique (and contributes to the CIDA priority themes of "Economic Growth" and "Food Security"), the Program would be enhanced by concentrating efforts on activities that can best make a difference for the poor including addressing environmental challenges.
- **Governance** is a strategic consideration within the three major sectors. The Program's work, to strengthen the performance measurement and accountability system of the GoM while increasing the voice of citizens and their participation in decision-making, would have major implications over various aspects of the program, including improving the current Joint Review process, internal government institutions responsible for audit, evaluation and oversight, as well as the role of parliamentarians and civil society's accountability function.

As a mid-sized actor, active and respected, CIDA is in a good position to recognize its limitations and pursue the discussion on Canadian cooperation with actors from the Canadian and international communities to find the "niches" where CIDA can be most effective within the whole, accepting to delegate responsibilities based on the principle of division of labour where appropriate.

6.1.2 Conclusions Regarding Poverty Reduction

CIDA approved the 2004 CDPF for Mozambique with one clear goal: "To contribute to a substantial reduction in the levels of poverty through the adoption of measures to improve the capacities of, and opportunities available to Mozambicans especially the poor". Specifically, the

CDPF aimed to support the GoM reduce the number of women, men, girls and boys living in absolute poverty (less than \$1 per day) to less than 50% by 2010.

Over the 2004-2009 CDPF period, the GoM did not publish any National Household Survey (NHS) data to provide information on poverty trends. However generally speaking, it is recognized that the journey undertaken by Mozambique over the last decade is impressive. However, going from 69.4% of its population living under the national poverty line in 1997 to 54.1% in 2003 (nearly 10 million people), while it is a major achievement, indicates that much remains to be done.

Much of the growth from 1996-2003 has been attributed to relatively broad-based economic growth, initially driven by the post war rebound as rural populations were able to resume normal economic activities (e.g. agricultural production). Since 2003, the equity of the continued economic growth has been questioned as several studies estimate that most of this growth is going to the top 20% of the population. A NHS was conducted in 2009 but will not be released until 2010, following the October 2009 election. In PARPA II, the GoM projected that in 2009 the proportion of people living below the national poverty line will be reduced to 45%, with the country on-track to possibly achieve the 40% MDG target in 2015.

The CPE found that the 2004-2009 CDPF was relevant to the policy and poverty perspective when it was established, and that CIDA's concentration on four main sectors was coherent with the GoM's PARPA. It is noted that the CDPF, though inclusive of Multilateral and Partnership programming, was better geared towards the Bilateral Program.

As for the current CDPF investments, one of the most significant Canadian investments in assisting the GoM achieve its poverty reduction goals was CIDA's support to education, which was the cornerstone of the current CDPF. By 2008, Canada emerged by 2008 as the second largest bilateral contributor to this sector. The 2003 National Household Survey found that the population with the highest probability of income poverty included uneducated people (largely because of their lack of access to schooling) and family units headed by women. The CPE therefore concludes that CIDA's support to education constitutes a contribution to reducing non-income poverty; however the achievement to date will not be sufficient to achieve the goal of universal primary education by 2015 – especially for girls, which is a key MDG target.

CIDA's contribution to poverty reduction regarding the human dimensions of poverty has been dedicated to education mainly and secondarily to health and this should be pursued. In the CPE's view, Canada's leadership in the education sector could be strengthened, while its role in the health sector may need to be clarified. The inclusion of agriculture (while expressed as ARD) in the CDPF made good sense from a policy and income poverty reduction perspective, however more effort should be made to ensure that such investments do have an impact on improving incomes of the poor.

6.1.3 Conclusions Regarding Governance and Strengthening of Development Institutions

The quality of a country's governance is critical to its ability to develop and to make effective use of development aid to reduce poverty. The official separation of the judiciary, executive and the legislature, established in the 1990 constitution and the existence of elections gives Mozambique the appearance of a liberal democracy with formal checks and balances appearing in its Constitution and statutes.

However, there seems to be no sufficient pressure from within the Mozambican society that significantly affects the government's behaviour regarding policies and resource allocation, nor mechanisms that provide for public sector accountability to citizens. As well, fora that encourage

citizens' voice and participation are few and weak (such as the Poverty Observatory), leading to the conclusion that Mozambique is on the path to entrenchment of democratic minimalism. Within this context, there is growing evidence of corruption and concern that the much touted economic growth rate success is not pro-poor.

While the donor community continues supporting the GoM and the central institutions through PBAs including general and sector budget support, and this is justifiable, however, there is a need to strengthen other development actors including provincial and local institutions, civil society organizations, and provide an environment where the private sector can be active and dynamic in the creation of jobs for the poor.

As set out in the 2004 and 2009 MoU agreements covering the provision of budget support and program aid, the donors and GoM were in full agreement on the importance of governance as an underlying principle of poverty reduction and economic growth. Governance in this context was defined to include a commitment to peace and to promoting free, credible and democratic political processes, independence of the judiciary, rule of law, human rights, and probity in public life including the fight against corruption.

The high dependency of the State on development assistance for nearly 50% of its budget has created a situation in which the GoM is more accountable to its donors than to its people. While donors have made some attempts to align their planning and reporting requirements to the ones used by parliament, the technical capacity of parliament to examine legislation and the budget and to question government officials on substantive matters is extremely limited. Consequently, the donors to a large extent act as "the proxy restraint" in the absence of strong public accountability and oversight systems. This role unfortunately appears not to be consciously acknowledged, due to the donors' insistence on country ownership and leadership as per the Paris Declaration principles.

The CDPF's continued support to GBS however must take into account the findings of the 2006 GBS Evaluation, that GBS was a weak contributor to the empowerment of poor people. The reasons cited include the recognition that there is limited participation of the citizens, especially the poor in participatory decision-making. The 2006 Evaluation also notes that while GBS had contributed positively to broader processes affecting empowerment, its overall effects from a pro-poor perspective were marginal.

CIDA's balanced approach served it well during this current CDPF. CIDA could retain "the balanced approach" but define it more precisely and strategically in relation to Canada's pro-poor commitment under its June 2008 ODAAA, GoM needs, other donors' priorities and niches where Canada can make a value-added contribution both to GoM and to the PAP. CIDA can provide leadership and re-balance its contribution with an overall pro-poor orientation where Canada can make a difference.

6.1.4 Conclusions by Criteria

1. Relevance: The evaluation was asked to consider the extent to which the objectives of the development interventions were consistent with country needs. All sectors scored "highly satisfactory" (4.4 overall) on the issue of relevance, indicating a close alignment of the CDPF and PARPA. Given the human development deficit, most resources were dedicated to the social aspects of human poverty (education and health). The programs also kept strategic continuity in the programming despite the recurrent policy pendulum existing at CIDA during that period.

2. Effectiveness/Results: The evaluation was asked to identify what has been achieved, related to the intervention's objectives, or is expected to be achieved. Overall, the effectiveness

of the projects is “satisfactory” (3.1). Several sectors report over-ambitious expectations. PBAs for General Budget Support, bilateral directive projects, and partnership responsive projects generally underachieved (their respective scores were 2.3, 2.4 and 2.6, or “moderately satisfactory”). Among the sample of projects reviewed, the responsive projects from bilateral and multilateral had the highest ratings (respectively, 3.7 and 3.6, or “satisfactory”). In general, the area of governance was the one where results were most difficult to demonstrate, while health, education and agriculture had several success stories. The limited evidence found to substantiate the achievement of results is likely due to the fact that the result-based management system is more geared to monitoring activities than to tracking results (see comments relating to #8 below).

3. Sustainability: The evaluation was asked to examine the possibility of continuation of benefits from a development intervention after major development assistance has been completed. Overall, this element was “moderately satisfactory” (2.4), given the country’s high level of aid dependency and the low technical capacity of its national and local institutions, making it unlikely that the current development interventions can be sustainable in the short to medium term. The bilateral and multilateral responsive projects appear to have higher sustainability ratings (3.1 “satisfactory”) based on financial and technical criteria, while bilateral directive and partnership responsive projects were “moderately satisfactory” (respectively, 2.1 and 2.3). PBAs appeared to be less sustainable (2.0 “unsatisfactory”). The issue of “aid dependency” could put the country at risk, especially in the case where many international actors were reconsidering their contribution to pool funds and budget support interventions. There is hope due to the GoM’s high commitment and ownership (see comments in #6 below).

4. Coherence: The evaluation was asked to examine the consistency of development interventions among development actors including the government, non-governmental organizations (NGOs), and international organizations. The issue of coherence scored “satisfactory” (3.7) with two different sides to the coin. Overall, interventions were very coherent when measured against criteria of external coherence and complementarity to other donor programs and the GoM. The General Budget Support (GBS) investment was rated the most coherent (5.0 “highly satisfactory”) as it is the core structure of the PAP (which is formed by the nineteen international donors). In that context, the CIDA Maputo-based team appeared to be active and well respected by the donor community and the GoM. CIDA participates actively in several working groups, including as chair (currently of PROAGRI and the Agriculture Sector, the Procurement Working Group, the Health Finance and Audit Working Group and the Basic Education Working Group). Concerning internal coherence, there were experiences of collaboration among multilateral and bilateral actors at the project level, however more coherence among Canadian cooperation channels (bilateral, multilateral, and partnership) would be needed in terms of information sharing and strategic orientations. The Accra Agenda for Action (AAA) if it were to be fully implemented would have major implications on how donor coordination is organized in Maputo and would create new requirements for the CIDA management team in the field regarding the increased participation of civil society organizations. CIDA is currently active in the Nordic+ working group, which aims to identify principles of good “donorship” towards civil society, as set out in the AAA.

5. Efficiency: The evaluation was asked to assess how economically resources/inputs (funds, expertise, time) were converted to results. Efficiency was assessed as being “satisfactory” (3.2) in all sectors however certain delivery channels were rated as less efficient than others. Bilateral directive and partnership responsive projects were “moderately satisfactory” (2.8), while all other delivery mechanisms were rated higher: bilateral responsive projects and PBAs were “satisfactory” (ranging from 3.3 to 4.0) and multilateral responsive projects were “highly satisfactory” (4.1). The level of human resources at headquarters and in the field remained stable during the CDPF period with a minimal increase in the last year. As PBA participation and leadership in sector working groups seems to be increasing, the human resource mix between

generalists and specialists will need to be reconsidered to have the right person at the right place. As well, longer-term Canadian appointments are advised. The Program's efficiency was affected by the limited delegation of authority in the field, the very slow approval process at headquarters, and the absence of capacity to respond to legal issues in the context of the 2009 negotiations for the PAP Memorandum of Understanding, putting at risk the credibility of Canadian cooperation.

6. Management Principles (Ownership, Alignment, Harmonization): The evaluation was asked to examine the management principles applied in relation to ownership, alignment, and harmonization as defined in the Paris Declaration. Overall, the sectors reported "satisfactory" or better adherence (the average was 3.2). The CPE's assessment was corroborated by two reviews on the same subject: (i) a survey sponsored by the DAC-OECD and (ii) a review sponsored by the PAP and undertaken by a private firm. All three gave Mozambique a high rating on the Paris Declaration principles, specifically mentioning the high quality of ownership and leadership and the strong application of the principle of alignment. Harmonization and coordination were acceptable, but could be improved, especially for common analytical work (for example, in 2007, 337 donor missions took place but only 65 of them (19%) were jointly undertaken). However, since the 2008 Third High-Level Forum on Aid Effectiveness in Accra, it has been recognized that activities under the Paris Declaration principles need to include civil society organizations (CSOs) as well as government agencies. The issue of the predictability of Canadian Official Development Assistance (ODA), that had negatively affected the credibility of the Canadian cooperation program in the field, has been partially addressed by presenting a global program submission to the Treasury Board Secretariat in 2009-2010. However, while the Program's approvals are all in place, differing understandings of documents (e.g. MoUs and Contribution Arrangements), prolonged processes for releasing disbursements, and budget cuts all continue to pose challenges to CIDA's efforts to be a predictable and timely donor in Mozambique.

7. Cross-Cutting Issues: The evaluation was asked to consider the extent to which the CDPF's cross-cutting issues: gender equality, the environment, HIV/AIDS and capacity development were integrated into the program design, implementation and results. The "satisfactory" score (3.4) for cross-cutting issues derives mostly from their having been considered in policy and planning, rather than from evidence of results. Special recognition should be given to CIDA's role regarding gender equality and HIV/AIDS where it has played a leadership role recognized by the international community. The contribution made in policy dialogue and technical terms could be complemented by strategic investments.

8. Performance Management / Monitoring and Evaluation: The evaluation was asked to assess whether the management strategy for assessing the performance of development interventions against stated results (outputs, outcomes and impacts) including Monitoring and Evaluation was adequate and appropriate. Performance was considered "moderately satisfactory" (2.8) given again a variety of situations. The Joint Review (although requiring improvement, see below) and the PAP coordination process are considered by many as a good practice for the international community. While at the project level, most interventions have been subject to an evaluation, attention remains focused on activities rather than on results.

- **Joint Review:** The evaluation was asked whether the Joint Review process might constitute an appropriate tool to fulfil Canadian accountability requirements. In some aspects it was, and in others it was not. Given the high volume of aid and the large number of donors, a common assessment process is necessary to avoid GoM and donor duplication and to save transaction costs for all parties. However, the Joint Review process lacks independence and rigour. All participants in the process have an interest that the assessment be positive, and this influences how indicators are chosen and

measured. The Joint Review process also includes a meeting between the GoM and CSOs. The evaluation team considered that this meeting did not meet commonly accepted standards of full participation. That said, even if it does not fulfil all of Canada's accountability requirements as far as evaluations are concerned, Mozambique's flagship Joint Review process is ostensibly one of the most sophisticated machineries that the donor community has put in place in Africa (the other one is in Tanzania) to ensure that donor coordination takes place. This system has entailed a proliferation of working groups, etc., that put much pressure and demands on the CIDA staff, managers, and advisers in the field. The CHC and PSU teams should be commended for their work at these venues which has earned Canada to be well-regarded and seen as a fair player in the donor community.

9. Delivery Mechanisms and Channels: The evaluation was asked to examine the relative performance of the various delivery mechanisms used by the Canadian cooperation in Mozambique, including directive projects, responsive projects, and general and sectoral budget support interventions. The CIDA management team has adopted a mix of delivery mechanisms, which the CPE finds appropriate to country needs. Among the sample of projects reviewed, the bilateral responsive and multilateral responsive projects had a higher overall performance rating (3.7 and 3.9 or "satisfactory") compared to bilateral directive and partnership responsive projects (2.8 and 2.9, or "moderately satisfactory"). However, this may not be indicative, as few CPB projects were included in the sample. The Paris Declaration indicates that 66% of all development cooperation should be channelled through PBAs by 2010. CIDA is in good position to comply with this requirement in Mozambique. The delays and transaction costs created by the limited delegation of authority to the field have affected the credibility of the Canadian program management in Mozambique and its capacity to play a leadership role in the field. The increasing size of projects, especially PBAs, including General Budget Support and Sector Budget Support creates an obligation for CIDA and the Treasury Board Secretariat to revisit the issue. Regarding channels (bilateral, multilateral, partnership), CIDA needs to decide if it wants to be seen and perceived as "one actor" and take advantage of the potential synergies of collaboration among channels of cooperation. Some very good experience of collaboration exists in the CIDA Mozambique Program among multilateral, bilateral and partnership interventions. The Program's capacity to identify and finance successful NGO projects initially funded by CPB, in order to increase the scope and reach of the good development results they were achieving in Mozambique in health, education, and ARD (e.g. TRHP, CRSP, SLAP, PLEM, IRWDP), is a success story that should be institutionalized beyond the project level, i.e. to the program and corporate levels at CIDA.

6.2 Program Level Recommendations

The recommendations below apply to the Bilateral Program in Mozambique unless otherwise stated.

(Recommendation #1 Relevance) The Mozambique Program should keep the focus on poverty reduction especially in the area of education and find ways to reinforce its strategic role in that area, while opening a dialogue with Canadian and other actors of the international community and the Mozambican partners to determine where it can best contribute and make a difference in health, agriculture and rural development, while specific strategic interventions could be supported in the governance area.

(For the recommendation on Effectiveness/Results) See Performance Management and Joint Review below.

(Recommendation #2 Sustainability) The Mozambique Program should work in tandem with the international community to assist the GoM to address the issue of aid dependency. It should collaborate with interested international partners and local authorities in a capacity development facility that would help the GoM access international expertise in key strategic areas.

(Recommendation #3 Coherence) CIDA is well regarded and could envisage playing an even more active role in the context of the donor coordination dynamic in Mozambique. Program managers at headquarters and in the field should dedicate more effort to sharing information, strategic thinking and monitor progress among Canadian cooperation delivery channels (bilateral, multilateral, partnership programs). Multilateral and bilateral teams should collaborate more specifically in the areas of health-HIV/AIDS and humanitarian assistance, while the bilateral program and CPB should cooperate to help strengthen civil society in Mozambique.

(Recommendation #4 Efficiency) The Mozambique Program should seek to have the appropriate level of sectoral or thematic expertise and skill sets in the field on a sustained basis in areas where it wants to play a strategic role. *Corporate level consideration:* In order to strengthen field presence, the Geographic Programs Branch, in consultation with the “providers” of Agency corporate services, should consider various scenarios to improve the provision of corporate services and response to the field including: contractual, legal and financial services; time needed for approval; and increased delegation of approval authority to the field.

(Recommendation #5 Management Principles) In tandem with other actors of the international community, the Mozambique Program should enter into dialogue with the GoM to improve civil society organizations’ participation in Mozambique in line with the Accra Agenda for Action including through strengthening the capacity and independence of the Poverty Observatory—now called Development Observatory—or other institutions that can play a similar role. The Mozambique Program should bring to the attention of the Program Aid Partnership the need to put in place a method or system for sharing information regarding donor missions to Mozambique in order to reduce their overall number and increase joint analytical work by international organizations in sectors and themes of common interest.

(Recommendation #6 Cross-Cutting Issues) Given its already good credibility regarding gender equality, the Mozambique Program should consider developing a strategic approach including dedicating the necessary level of financial and human resources to be even more effective.

(Recommendation #7 Performance Management) The Mozambique Program should strengthen the overall performance management of project interventions to make them more results-based and improve tracking and reporting on results especially regarding outcomes and impacts. This could include providing results-based management (RBM) training to staff and partners.

(Recommendation # 8 Joint Review Process) The Mozambique Program should work in tandem with other actors of the international community to streamline the Joint Review process in place in Mozambique to make it less cumbersome, while complementing it by other evaluation activities in order to respect the principles of impartiality, independence and rigour. This should include strengthening the “accountability system” of the GoM and the capacity of other local actors.

(Recommendation # 9 Delivery Mechanisms/Channels) The Mozambique Program should maintain the relative balance regarding the use and management of different delivery mechanisms, taking into account their strengths and weaknesses based on an assessment of risk as well as the results that the Mozambique Program aims to achieve in its next CDPF. The

Program should work in tandem with other actors of the international community in order to improve General and Sector Budget Support regarding the effectiveness in attainment of results, as well as the sustainability and inclusion of cross-cutting issues.

6.3 Lessons

Democracy is more than holding elections: The existence of the forms of a liberal democracy – a parliament, elections, and constitutional separation of the legislative, executive and judicial roles – does not necessarily establish adequate and sufficient conditions for public accountability to citizens. Power analysis must be conducted to identify the various actors and their roles, to determine whether accountability to citizens exists in practice, before assuming that this occurs. In a society with a largely rural, atomized peasant population involved in subsistence agriculture, with low levels of education and literacy, it is inherently difficult for them to defend themselves and promote their interests vis-à-vis the government. Given the weakness of the parliament and the lack of accountability structure in the Mozambican society, donors are the main actors that affect the government's performance until the structural deficits in society are changed (better education, greater tax base, and accountability to the electorate). Donors, including CIDA, need to accept this reality and use funding and policy influence to strengthen accountability to citizens' voices and their participation in public decision-making.

Paris Declaration versus results: Donor harmonization is undertaken to increase the effectiveness of aid. However, harmonization by itself cannot reduce poverty. Greater program attention needs to be applied to ensuring that Canada's assistance is indeed contributing to its expected outcome of poverty reduction. More time needs to be spent focusing on monitoring changes in household welfare, including the gender equality impact, rather than perfecting donor coordination. Applying the principles of ownership, harmonization, alignment, management for results, and mutual accountability may make the international community more efficient (making better use of ODA resources) but this does not necessarily make it more effective (getting better results).

A balanced approach: The 2007 Mid-Term Review of the Mozambique Program confirmed that CIDA's balanced approach, designed in 2004 was still a valid approach. Nonetheless, the context in which this balanced approach is applied, that of a large and dynamic international donor community, requires that CIDA review its "balance" assumptions frequently. Adopting a "balanced approach" in this context may imply that an individual donor adopt an unbalanced approach – i.e. exiting a sector of critical development need – because it is adequately resourced by the other donor agencies, given the current absorptive capacity of Mozambican institutions.

About decentralization: Decentralization can be taken by many to mean that funding should shift away from the central ministries and flow towards the provincial and district ministries instead. This is happening to some degree already. But a focus on provincial or district bureaucracies still amounts to an inward-looking bureaucratic focus and is not the same as a focus on services to citizens. While there is no doubt that the local levels need more money to be effective, and need to be strengthened and reorganized, one should not confuse the ability to administer budgets at the district level with the ability to affect outcomes for citizens in terms of service delivery. The bureaucracy is a means to an end, but not an end in itself. The key is the service provision for citizens. There needs to be a greater focus on results – measures of household welfare (income, nutrition, access to potable water) and, in the case of agriculture, production-related measures such as yield increases. In addition, the capacity of civil society to organize and access decentralized development funds is an important indicator of local development and community activism.

Delivery channels: The findings of the CPE indicate that “synergy” among various delivery mechanisms and channels works better. Multi-bi projects (i.e. projects funded by the bilateral program and implemented by an international organization) and projects initiated by the Canadian Partnership Branch and eventually supported by the bilateral program when they proved to be successful, seemed to lead to success stories. This would support the argument that increasing the collaboration among CIDA delivery channels, not only at the project level but also at the program level, could create a win-win situation for all.

Canadian value-added: From a Canadian perspective, partnership is not just providing financial resources. A sound and significant relationship with host institutions and donor partners implies having the right balance of human resources at headquarters and in the field either at the Embassy/Canadian High Commission or at the Program Support Unit (PSU) and within Canadian agencies/institutions working in the country. Such partnerships matter if Canada wants to exercise leadership abroad that contributes to development outcomes. PBAs are increasingly becoming pools of both financial resources and sector specialists, which require a balance of the right people at the right time in the right place.

Mutual accountability: Much has been said regarding the Paris Declaration principle of “mutual accountability”. Different approaches and tools are being considered to address it. The Joint Review process put in place in Mozambique since 2004 is recognized as a very good example of application of that principle. However, it may not be sufficient to fulfil all accountability requirements that CIDA or other actors of the international community may need. More rigorous and independent audit and evaluation systems are still required.

Annex A-1: Evaluation Key Questions and Criteria Definitions

<p>Question 1 – What has been achieved?</p> <ul style="list-style-type: none"> • Relevance¹: The extent to which the objectives of the development intervention are consistent with country needs, donor policies, and global priorities. • Effectiveness/Results¹: The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance. • Sustainability¹: The continuation of the benefits from a development intervention after major development assistance has been completed.
<p>Question 2 – Why and how were the intended results achieved or not?</p> <ul style="list-style-type: none"> • Coherence: Consistency of development interventions in a given sector, region or country, as well as coordination among development actors including governmental, non-governmental and international organizations. • Efficiency¹: A measure of how economically resources/inputs (fund, expertise, time, etc) are converted to results.
<p>Question 3 – What were the management results and principles?</p> <ul style="list-style-type: none"> • Management principles²: In relation to the principles of ownership, alignment and harmonization as defined in the Paris Declaration. • Cross-Cutting Issues: The treatment of the Cross-Cutting Issues that the program established, namely gender equality, environment, HIV/AIDS and capacity development. • Performance Management / Monitoring and Evaluation: A management strategy for assessing the performance of development interventions against stated results (outputs, outcomes and impacts) including the monitoring and evaluation functions.
<p>Question 4 – What was the relative performance of the various delivery mechanisms and channels used?</p> <ul style="list-style-type: none"> • Delivery Mechanisms and Channels: In relation to the delivery mechanisms (directive projects, responsive projects, and PBAs which include General Budget Support and Sector Budget Support) and delivery channels (i.e. bilateral, multilateral, partnership) used by the programs.
<p>¹ OECD-DAC, Glossary of Key Terms in Evaluation and Results Based Management, OECD, 2002</p> <p>² OECD-DAC, Paris Declaration on Aid Effectiveness, OECD, Paris, February-March 2005</p>

Annex A-2: Comparison between Evaluation Universe and Evaluation Sample

Sectors	Project Universe		Evaluation Sample		Total \$ Coverage (%)	Total Project # Coverage (%)
	Total # of Projects	Total Disbursements	Total # of Projects	Total Disbursements		
Agriculture/Rural Development	28	\$53,770,571	7	\$41,734,464	78%	25%
Education	13	\$117,517,136	7	\$106,005,276	90%	54%
HIV/AIDS/Health	19	\$66,518,042	5	\$48,183,716	72%	26%
Democratic Governance	19	\$65,678,105	5	\$22,243,195	34%	26%
Total	79	\$303,483,854	24	\$218,166,650	72%	30%

Source: CIDA's Corporate Memory, as of October 20, 2008, that were greater than \$250,000

**There were three projects that were in the "Other" category with a total disbursement of approximately \$12.6 million that were not included.

Annex A-3: Evaluation Criteria and Key Questions at Program and Project Levels

Criteria	Program Level Questions	Project Level Questions
Relevance	Overall relevance of the program within the development context Canadian interests CIDA policy consistency	In relation to CIDA poverty reduction and sustainable development policies Within the country development plans (PRSPs) Within CIDA Strategic Development Framework
Effectiveness / Results	Overall contribution of the program to poverty reduction Capacity to roll up results at sector or thematic levels	Results at the impact, effects and output levels In relation to poverty reduction In relation to sector objectives In relation to gender equality Cost /effectiveness per result unit
Sustainability	Assessment of the aid dependence: ODA/GNP, ODA/Budget Social/political environment	Time needed to attain the results Institutional capacity to maintain the results Financial capacity to sustain the results
Coherence	Overall coherence of the program Leadership played by Canada in policy dialogue in relation to Canadian objectives abroad	Internal coherence of the program Within the context of Canadian cooperation Within the context of international efforts
Efficiency	O&M/G&C compared to other programs in the region Benchmarking with other donors (Staff, O&M costs, decision making) Strengthened field presence Knowledge related activities	Costs, efficiency of projects and various delivery mechanisms: Efficiency in use of human resources Efficiency in use of financial resources Time needed to approve, manage & monitor various delivery mechanisms
Management principles	Overall programming principles and practices Predictability of resources	Ownership Alignment Harmonization
Cross-Cutting Issues	Gender equality Environment (legal considerations) HIV/AIDS Capacity Development	Gender equality Environment (Legal considerations) HIV, Capacity Development Analysis Criteria: i) Preliminary Analysis, ii) Policy Dialogue, iii) Budget, iv) Implementation, v) Results
Performance Management / Monitoring and Evaluation	CIDA monitoring and evaluation activities at the program level Mutual Accountability	Management for results Risk management CIDA monitoring and evaluation activities at the project level Joint monitoring and evaluation activities

Annex B-1: CIDA Disbursements by Branch and Sector of Focus (2004-2005 to 2008-2009)

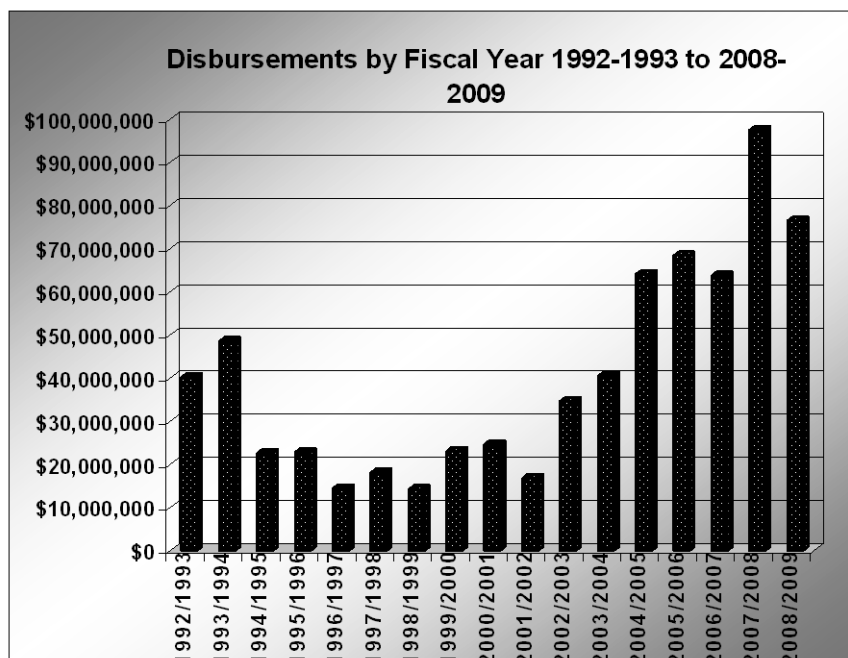
Sectors	Africa Branch		CPB		Multilateral		Others*		Total		
	\$	%	\$	%	\$	%	\$	%	#	\$	%
Democratic Governance	\$8,473,170	4%	\$796,054	6%	\$76,801	0%	\$114,566	27%	21	\$9,460,592	3%
Emergency Assistance	\$0	0%	\$0	0%	\$10,618,610	13%	\$0		19	\$10,618,610	3%
Environment	\$0	0%	\$1,480	0%	\$3,371,488	4%	\$8,479	2%	13	\$3,381,447	1%
Improving Health**	\$46,733,273	21%	\$1,458,413	11%	\$24,740,234	30%	\$177,836	29%	44	\$73,109,755	23%
None	\$0	0%	\$0	0%	\$485,900	1%	\$0		1	\$485,900	0%
Other**	\$26,423,593	12%	\$269,640	2%	\$65,750	0%	\$81,289	20%	28	\$26,840,272	8%
Peace and Security	\$0	0%	\$5,933	0%	\$1,949,561	2%	\$1,000	0.2%	9	\$1,956,493	1%
Private Sector Development**	\$35,086,905	15%	\$3,481,708	25%	\$4,135,988	5%	\$16,196	4%	59	\$42,720,796	13%
Strengthening Basic Education	\$110,669,606	49%	\$7,827,668	57%	\$36,873,828	45%	\$13,924	3%	52	\$155,385,026	48%
Total	\$227,386,546	100%	\$13,840,894	100%	\$82,318,161	100%	\$413,291	100%	246	\$323,958,892	100%

* Others: includes Communication Branch and the Office of Democratic Governance
 ** NOTE: In CIDA's information system, projects in "agriculture and rural development" are coded either under "private sector development", or "health", or "other".

Annex B-2: CIDA Disbursements by Fiscal Year (1992-1993 to 2008-2009)

Fiscal Year	Disbursements
1992/1993	\$40,173,116
1993/1994	\$48,483,048
1994/1995	\$22,582,922
1995/1996	\$22,746,972
1996/1997	\$14,381,587
1997/1998	\$18,046,412
1998/1999	\$14,190,079
1999/2000	\$23,013,552
2000/2001	\$24,614,320
2001/2002	\$16,789,682
2002/2003	\$34,643,985
2003/2004	\$40,389,761
2004/2005	\$64,048,733
2005/2006	\$68,341,741
2006/2007	\$63,700,000
2007/2008	\$97,400,000
2008/2009	\$76,400,000
TOTAL	\$857,149,913

Source: CIDA's Corporate Memory, as of 17 October 2008



Annex C: CIDA/Mozambique Performance Measurement Framework¹⁷

<p>CDPF IMPACT STATEMENT:</p> <ul style="list-style-type: none">• Contribute to a substantial reduction in the levels of poverty in Mozambique through adoption of measures to improve the capacities of, and opportunities available to Mozambicans especially the poor. Specifically, Mozambican women, men, girls and boys living in absolute poverty (less than a \$1per day) reduced to less than 50% by 2010.
<p>PROGAM ACTIVITY ARCHITECTURE:</p> <ul style="list-style-type: none">• Improved programming in education and HIV/AIDS for Mozambican boys, girls, women and men.• Improved agricultural production and increased opportunities for equitable economic growth for the poor of Mozambique
<p>TARGETS:</p> <ul style="list-style-type: none">• Absolute poverty reduced through improved quality of education, and greater access to education for Mozambican girls, boys, women and men.• Improved rural livelihoods and absolute poverty reduced among men, women, girls and boys living in rural areas, while protecting the physical and social environment• HIV/AIDS progression and prevalence contained for reduced absolute poverty among women, men, girls and boys of Mozambique.• Absolute poverty reduced through good governance for Mozambican women, men, girls and boys.• Increased knowledge, consistency and strategic integration into CIDA's programming in Mozambique of the following cross-cutting themes: gender equality, HIV/AIDS, the environment and capacity building.
<p>RISKS:</p> <p>Summary of Key Risks from Program-based Risk Framework reviewed and approved by Treasury Board, reviewed and updated annually by the CHC and PSU.</p>
<p>IMPACT LEVEL:</p> <ul style="list-style-type: none">• Weak Capacity: The Civil Service is short of skilled employees, especially outside of Maputo.• Slowed Economic Growth: Economic growth estimated at 7% annually slows, particularly as a result of floods/droughts.• Political instability: Mozambique's political climate may suffer severe instabilities (e.g. elections in 2004).• Environmental factors such as flood and drought are ongoing concerns, especially because of the resulting effects on food security, infrastructure damage, population, loss of property and assets.• "Policy evaporation" on gender issues, the environment and HIV/AIDS continues: There is a risk that policy commitments on gender and HIV/AIDS continue to be marginalized, reinterpreted and/or heavily watered down.
<p>OUTCOME LEVEL:</p> <ul style="list-style-type: none">• Absorptive Capacity: There are ongoing challenges in ensuring that committed funds flow from MPF to sector line ministries in a timely manner.• Weak Fiscal Management: Mozambique suffers from deficiencies in fiscal management, particularly public accounting, cash management, and auditing.• Fungibility Risk: A risk that sector program support will substitute Government of Mozambique funding.• Under-Performance: Failure to meet targets/triggers established for each respective Pooled fund, adversely affecting the flow of funds.• Decentralization: Plans and commitments to decentralize suffer setbacks.• Misappropriation of Funds/Corruption: Leakage of funds due to corruption or inability to substantiate expenses due to lack of records and/or documentation.

¹⁷ This PRF comes from the Mid-Term Review of the CIDA/Mozambique Country Development Programming Framework, Final Report, November 28, 2007, Anne IV, page 49.

Annex D: Project Samples (by Sector)

Agriculture/Rural Development								
Project Number	Project Name	Branch	Sectors of Focus	Start Date	End Date	Investment Type	Delivery Mode	Total Disbursements
A020398	Rural Water Dev. Prog. Inhambane	Africa	Improving Health	1998-03-04	2008-03-31	Projects	Directive	\$6,729,989
A032140	PROAGRI common fund	Africa	Private Sector Development	2004-01-02	2008-06-30	Program-based approaches	Core Funding	\$17,146,751
A032243	Coastal Rural Support Program (CRSP)	Africa	Environment/Private Sector Development	2004-07-02	2012-03-30	Projects	Responsive	\$6,411,247
A032276	Sustainable Livelihoods and Agriculture	Africa	Private Sector Development	2005-04-01	2011-11-30	Projects	Responsive	\$3,101,271
A032608	Sustainable & Effective Economic Development	Africa	Private Sector Development	2005-11-01	2011-11-30	Projects	Responsive	\$2,095,206
A033034	PROAGRI Common Fund II	Africa	Private Sector Development	2007-09-27	2012-12-28	Program-based approaches	Core Funding	\$5,000,000
M012810	WFP-Mozambique Floods WFP PRRO	Multilateral	Humanitarian Assistance	2008-03-26	2012-03-31	Projects	Responsive	\$1,250,000

Education								
Project Number	Project Name	Branch	Sectors of Focus	Start Date	End Date	Investment Type	Delivery Mode	Total Disbursements
A021207	Promotion of a Literate Environment	Africa	Strengthening Basic Education	2001-04-03	2008-03-31	Projects	Responsive	\$3,867,307
A031125	Pool Fund for Education in Mozambique	Africa	Strengthening Basic Education	2002-12-18	2008-12-31	Program-based approaches	Core Funding	\$20,159,059
A031574	Support for Educational Materials	Africa	Strengthening Basic Education	2002-12-18	2007-12-28	Program-based approaches	Directive	\$5,215,895
A032146	Education Sector Pool Fund	Africa	Strengthening Basic Education	2005-08-22	2008-12-31	Program-based approaches	Core Funding	\$24,488,728
A032147	Support for Education Materials in Mozambique	Africa	Strengthening Basic Education	2005-06-06	2009-03-31	Program-based approaches	Directive	\$45,718,749
A032243	Coastal Rural Support Program (CRSP)	Africa	Strengthening Basic Education	2004-07-02	2012-03-30	Projects	Responsive	\$6,411,247
S062513	Canadian Teacher's Federation (CFT)	Partnership	Strengthening Basic Education	2005-06-17	2010-06-30	Projects	Responsive	\$144,289

Governance								
Project Number	Project Name	Branch	Sectors of Focus	Start Date	End Date	Investment Type	Delivery Mode	Total Disbursements
A021037	Rights, Democracy and Governance Fund	Africa	Democratic Governance	2003-04-01	2008-04-01	Projects	Directive	\$3,462,431
A032411	Direct Budget Support Pilot Project	Africa	General Budget Support	2004-02-20	2007-03-30	PBAs	Core Funding	\$5,000,000
A033029	General Budget Support for Poverty Reduction	Africa	General Budget Support	2006-01-02	2010-12-31	PBAs	Core Funding	\$12,500,000
M012111	CAW Mine Clearance Mozambique	Multilateral	Peace and Security	2005-07-31	2006-12-31	Projects	Responsive	\$500,000
S062150	COCAMO: Building Capacity of Emergent Local NGOs	Canadian Partnership	Democratic Governance	2003-07-16	2006-07-31	Projects	Responsive	\$780,764

Health								
Project Number	Project Name	Branch	Sectors of Focus	Start Date	End Date	Investment Type	Delivery Mode	Total Disbursements
A032185	PROSAUDE Health Sector Common Fund	Africa	Improving Health	2003-12-03	2010-03-01	PBAs	Core Funding	\$19,726,557
A032227	National AIDS Council Common Fund	Africa	Improving Health	2004-03-23	2008-03-31	PBAs	Core Funding	\$6,707,837
A032228	HIV/AIDS Local Responsive Fund	Africa	Improving Health	2003-10-14	2008-09-30	Projects	Directive	\$3,561,298
A032483	Training for Health Renewal Program	Africa	Improving Health	2005-07-20	2010-03-31	Projects	Responsive	\$1,806,738
A033036	National AIDS Council Common Fund-Phase2	Africa	Improving Health	2008-01-02	2012-12-31	Projects	Core Funding (PBA)	\$3,000,000
M012328	Catalytic Initiative (CI)	Multilateral	Improving Health	2007-01-01	2013-12-31	Program	Responsive	\$13,000,000
S053279	Saskatchewan/Training Health renewal	Canadian Partnership	Improving Health	1996-12-31	2005-09-30	Projects	Responsive	\$381,286

Annex E: Program Aggregate Averages

Aggregate Average by Key Questions and Sectors					
Key Questions	ARD	Education	Governance	Health	Average
Relevance	4.2	4.4	4.6	4.5	4.4
Effectiveness / Results	2.9	3.1	2.5	3.7	3.1
Sustainability	2.4	2.4	2.5	2.3	2.4
Coherence	3.2	3.9	3.6	4.1	3.7
Efficiency	3.1	3.2	3.1	3.6	3.2
Management Principles	3.1	3.5	2.5	3.6	3.2
Cross-Cutting Issues	3.6	3.3	3.0	3.6	3.4
Monitoring and Evaluation	2.4	2.9	2.7	3.3	2.8
Average	3.1	3.3	3.1	3.6	3.3
A total of 22 assessments were made: ARD(7), Education(5), Governance(5), Health(5)					
Rating Scale: i) Highly satisfactory (4.1-5); ii) Satisfactory (3.1-4); iii) Moderately Satisfactory (2.1-3); iv) Unsatisfactory (1.1-2); v) Very Unsatisfactory (0-1); vi) Not known (n)					

Aggregate Average by Key Questions and Delivery Mechanisms							
Key Questions	B1	B2	B3	B4	M1	P1	Average
Relevance	4.1	4.5	5.0	4.6	4.6	4.0	4.4
Effectiveness / Results	2.4	3.7	2.3	3.1	3.6	2.6	3.0
Sustainability	2.1	3.1	2.0	2.0	3.1	2.3	2.4
Coherence	2.7	3.8	5.0	3.8	3.9	3.3	3.7
Efficiency	2.8	3.5	4.0	3.3	4.1	2.8	3.4
Management Principles	3.2	3.5	3.0	4.0	3.6	3.0	3.4
Cross-Cutting Issues	2.9	3.9	2.5	3.1	4.7	3.5	3.4
Monitoring and Evaluation	2.6	3.3	3.5	3.0	3.9	2.0	3.0
Average	2.8	3.7	3.4	3.4	3.9	2.9	3.3
B1(Bilateral-Directive), B2(Bilateral-Responsive), B3(PBA-General Budget Support), B4(PBA-Sector Budget Support), M1(Multilateral), P1(Partnership)							
Rating Scale: i) Highly satisfactory (4.1-5); ii) Satisfactory (3.1-4); iii) Moderately Satisfactory (2.1-3); iv) Unsatisfactory (1.1-2); v) Very Unsatisfactory (0-1); vi) Not known (n)							

Aggregate Average of All Sectors and Cross-Cutting Themes						
Cross-Cutting Themes	Policy Dialogue	Planning	Budget	Implementation	Results	Average
Capacity Building	4.3	4.3	4.0	4.0	3.6	4.1
Environment	2.6	2.6	2.1	1.9	1.6	2.2
Gender	4.4	3.8	2.9	2.6	2.4	3.2
HIV/AIDS	4.0	4.0	3.5	3.2	3.4	3.6
Average	3.8	3.7	3.2	2.9	2.9	3.3
Rating Scale: i) Highly satisfactory (4.1-5); ii) Satisfactory (3.1-4); iii) Moderately Satisfactory (2.1-3); iv) Unsatisfactory (1.1-2); v) Very Unsatisfactory (0-1); vi) Not known (n)						

Annex F: Canada's Position among PGBS Donors 2000-2009

Donors	Disbursements (US \$ M)							Commitments		
	2001 (G9)	2002 (G10)	2003 (G11)	2004 (G15)	2005 (G17)	2006 (G17)	2007 (G19)	2008 (G19)	2001 (G19)	2009 (G19)
Austria		0	0	0	0	0	0	0	1.82	5
ADB		0	0	0	0	0	0	29	28.99	30.5
Belgium		0	0	0	3.65	2.62	3.58	3.83	3.41	4.66
Canada		0	0	0	0	2	2.17	4.5	6.15	7.56
Denmark		8.5	9.6	8.8	0	10	9.6	10.26	9.35	10.5
EC		23	35	71	70	56.86	47.43	55.84	52.84	73.04
Finland		0	0	3.2	4.8	5.14	5.96	6.38	7.95	10.88
France		0	1.3	3.2	3.75	3.96	3.58	2.55	2.27	3.11
Germany		0	0	0	4.2	4.51	11.92	12.76	14.2	23.3
Ireland		3.44	5.4	6.6	7.15	7.84	7.15	11.48	11.36	17.87
Italy		0	0	0	3.78	8.14	3.88	4.85	4.32	5.9
Netherlands		15.3	12.3	17.8	22.5	23.42	21.42	22.97	20.45	27.97
Norway		9.3	7.8	10.5	9.41	10.85	11.1	22.82	24.13	31.86
Portugal		0	0	0	1.5	1.5	1.5	1.5	1.5	1.5
Spain		0	0	0	0	3.6	3.58	3.83	5.62	10.88
Sweden		9.38	10.6	11.7	13.86	17.6	25.2	41.09	44.59	55.31
Switzerland		4.85	4.5	5.3	7.41	7.7	6.56	6.54	6.1	7.24
UK		14.4	14.2	15.6	27.4	56.56	61.85	67.07	70.69	83.1
World Bank		0	0	0	60	60	60	70	70	80
Total (US\$ M)		88.17	100.7	153.7	239.41	282.3	286.48	377.27	385.74	490.18
Canada's Ranking:							15 of 17	13 of 19	11 of 19	12 of 19
Canada's Percentage of GBS:				0%	0.70%	0.76%	1.19%	1.59%	1.54%	
Source: ODAmoz data										

Annex G: List of People Contacted

CANADIAN INTERNATIONAL DEVELOPMENT AGENCY

CIDA: Headquarters – Canada

Anne Woodbridge (Project Officer, Multilateral Branch, Canada Land Mine Fund)
Elisabeth Burges-Simm (Education - Senior Development Officer / Africa)
Jean Bienvenue (Program Officer / CPB)
Jonathan Arnold (Mozambique Program Manager / Africa)
Karen Austin (Health - Senior Development Officer / Africa)
Ken Neufeld (Head of Aid - incoming)
Meaghan Byers (Senior Development Officer / Africa)
Rod Haney (Program Officer / CPB)
Carmen Drouin (Environmental Adviser)

CIDA: Canadian High Commission (CHC) – Mozambique

Philip Baker (Head of Mission)
Beverley Carmichael (Development Officer)
Bryan Luck (First Secretary Development, Deputy Head of Aid)
Céleste Kinsey (First Secretary Development)
Lino Jamisse (Development Officer)
Luc Pincince (Head of Aid - outgoing)
Lurdes Magneli (Trade/Political Officer)
Stephanie O'Leary (First Secretary Development)

CIDA: Program Support Unit (PSU) – Mozambique

Alberto Nuno Mourata da Silva (Agriculture and Rural Development Program Officer)
Ana Lúcia da Costa (Administration Manager)
António Mizé Francisco (Education Specialist/Focal Point Basic Education Working Group)
Gabriel Dava (PSU Director)
Leontina Dos Muchangos (Gender Specialist)
Paula Mendonça (FASE Advisor)
Paula Pateguana (HIV/AIDS Specialist)
René Desjardins (PROAGRI Specialist)
Danyel Taillon (Former Project Manager, Rights, Democracy and Good Governance and HIV Responsive Fund)

GOVERNMENT OF MOZAMBIQUE

Ministry of Education and Culture (MEC)

Antuia Soverano (Cabo Delgado Provincial Director of Education and Culture)
Cristina Tomo (National Director of Basic Education)
Eulália Maximiano (President of CALE)
Hilário Atanásio Mbendé (Cabo Delgado Provincial Director of Education and Culture - Chief of Human Resources Department)
Jeannett Vogelaan (Former Netherlands advisor, now adviser at MEC-National Planning Directorate)

Ministry for the Coordination of Environmental Action (MICOA)

Erasmó Nhachungue (Director for Planning & Studies, Coordination Department/MICOA)

Ministry of Agriculture (MINAG)

Albertina Alage (Deputy Director National Directorate for Agricultural Extension)
Fernando Songane (PROAGRI Coordinator)
Mr Chamusse (Policy Division)
Victorino Xavier (Director of Economy)

Ministry of Planning and Development (MPD)

Olegario dos Anjos Banze (National Deputy Director)
Momad Piaraly Juthá (National Director)
Mr. Braga (Director)

BILATERAL DONOR COUNTRIES / AGENCIES

Agence Française de Développement (Mozambique)

Bruno Leclerc (Director, Agence Française de Développement)

DFID (United Kingdom)

Andrew Clark (DFID Economist)
Neil Squire

Irish Aid

Jonas Chambule

Italian Embassy

Giacomo Grasso (Budget Support with the Italian Embassy and Cooperation Italiana)

Swedish Embassy

Paulos Berglöf (Government Official Democracy and Human Rights)

OTHER DONORS, PARTNERS, AND STAKEHOLDERS (BY ALPHABETICAL ORDER)

Aga Khan Foundation

Agostinho Mamade (Senior Education Specialist)
Americo Boaze (Aga Khan Cabo Delgado - Specialist in Education)
Faiza Janmohamed (CEO)
Jose Dambiro (Program Director, Agriculture)
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Annex I: Management Response

CIDA Mozambique Program's Management Response to the Country Program Evaluation Report

The Mozambique team has seen this evaluation process as a positive experience. The evaluation team has been cooperative, open to suggestions and clear with their findings. The experience of conducting a Country Program Evaluation during the Joint Review in Mozambique was a learning experience for all parties involved. While it required an exceptional degree of flexibility on the part of the evaluation team, the Program feels it was a valuable experience which could impact the view of evaluation in highly harmonized donor environments. The recommendations below are relevant to the Program and will affect future programming. But the findings, lessons, and conclusions of the Evaluation will also have an impact on the Mozambique Program over the coming years.

Recommendations	Commitments and Actions	Responsibility Centre	Target Completion Date
<p>1. (Relevance) The Mozambique Program should keep the focus on poverty reduction especially in the area of education and find ways to reinforce its strategic role in that area, while opening a dialogue with Canadian and other actors of the international community and the Mozambican partners to determine where it can best contribute and make a difference in health, agriculture and rural development, while specific strategic interventions could be supported in the governance area.</p>	<p>1.1 Agreed. The Program will work with GoM and other donors to define the best fit for CIDA within each of these sectors. This fit may change over time, given changes of personnel within CIDA and at the various sector tables. One area of CIDA's focus is on agriculture, which is a key element in economic growth in Mozambique, which underpins the efforts for poverty reduction.</p> <p>1.2 Agreed. Through the annual work planning cycle, the program will review opportunities to increase policy dialogue influence and technical assistance in the sectors of focus.</p>	Bilateral Program (field lead)	1.1 and 1.2 Ongoing on an annual basis
<p>2. (Sustainability) The Mozambique Program should work in tandem with the international community to assist the GoM to address the issue of aid dependency. It should collaborate with interested international partners and local authorities in a capacity development facility that would help the GoM access international expertise in key strategic areas.</p>	<p>Agreed. The Program recognizes that aid dependence is a challenge for Mozambique.</p> <p>2.1 The Program will track, with other donors, the indicator in the PAF regarding the percentage of GDP generated through tax revenue. Mozambique is a candidate for Extractive Industries Transparency Initiative. CIDA will track progress with the approval process, and will look for opportunities to provide support where appropriate.</p> <p>2.2 CIDA will identify the most appropriate way to build Mozambican capacity which could include pooling technical assistance resources.</p> <p>2.3 CIDA will continue to participate in the Task Force on Working Groups and Division of Labour which, inter-alia, maps technical assistance.</p>	Bilateral Program (field lead)	<p>2.1 Annually through joint and annual reviews</p> <p>2.2 and 2.3 Ongoing through meetings of Task Force on Working Groups and Division of Labour</p>

<p>3. (Coherence) 3.1 CIDA is well regarded and could envisage playing an even more active role in the context of the donor coordination dynamic in Mozambique. Program managers at headquarters and in the field should dedicate more effort to sharing information, strategic thinking and monitor progress among Canadian cooperation delivery channels (bilateral, multilateral, partnership programs).</p> <p>3.2 Multilateral and bilateral teams should collaborate more specifically in the areas of health-HIV/AIDS and humanitarian assistance, while the bilateral program and CPB should cooperate to help strengthen civil society in Mozambique.</p>	<p>3.1.1 Agreed. CIDA will identify strategic leadership opportunities within the donor community. A review of participation in working groups will be undertaken on an annual basis to determine where Canada's greatest value added lies.</p> <p>3.1.2 The Program will periodically host field based forums for Canadian partners to share information and to look for synergies between CIDA and its partners.</p> <p>3.2 Agreed. The Bilateral Program commits to working closely with Multilateral Branch, particularly in health and humanitarian assistance. Two HQ officers will be identified as focal points for coordination with Multilateral and Partnership Branches respectively.</p>	<p>3.1.1 Bilateral Program (field lead)</p> <p>3.1.2 Bilateral Program (field lead)</p> <p>3.2 Bilateral Program (HQ lead)</p>	<p>3.1.1 Annually as part of work planning cycle</p> <p>3.1.2 Partner's forum held in HQ and field in Oct and Nov 2009</p> <p>3.2 By January 2010</p>
<p>4. (Efficiency) 4.1 The Mozambique Program should seek to have the appropriate level of sectoral or thematic expertise and skill sets in the field on a sustained basis in areas where it wants to play a strategic role.</p> <p>4.2 (Corporate level consideration) In order to strengthen field presence, the Geographic Programs Branch, in consultation with the "providers" of Agency corporate services, should consider various scenarios to improve the provision of corporate services and response to the field including: contractual, legal and financial services; time needed for approval; and increased delegation of approval authority to the field.</p>	<p>4.1 Agreed. The Program will consider various ways of having the right person at the right place. For example, CIDA will continue to contract long term technical assistance in priority sectors based at the PSU, or to post relevant specialists to the field. The Program will include sectoral experience as an asset qualification in future posting exercises.</p> <p>4.2 (Corporate response) Agreed. Under the current Business Modernization Initiative efforts are being advanced to improve the effectiveness and efficiency of Agency systems, procedures and authorities. This includes (but is not limited to) increases in delegation of authority to field teams, stable programming and funding frameworks, and determining which roles and responsibilities should remain in HQ or placed in the field. If ministerial approval is granted to implement detailed country plans for decentralization many of the referenced corporate services would be available on site or in a regional service hub and decentralised Directors in country programs would have increased delegations of authority.</p>	<p>4.1 Management team and sector team leads</p> <p>4.2 (Corporate) The Chief Financial Officer working in close partnership with the Geographic Programs Branch and Human Resources Branch will evaluate existing controls and systems and make recommendations on how to increase delegations of authority and at the same time remain compliant with CIDA's fiduciary obligations.</p>	<p>4.1 Ongoing and annual</p> <p>4.2 (Corporate) Decentralization and the associated enabling elements will be rolled-out over three years, starting in the summer of 2010</p>

<p>5. (Management Principles)</p> <p>5.1 In tandem with other actors of the international community, the Mozambique Program should enter into dialogue with the GoM to improve civil society organizations' participation in Mozambique in line with the Accra Agenda for Action including through strengthening the capacity and independence of the Poverty Observatory—now called Development Observatory—or other institutions that can play a similar role.</p> <p>5.2 The Mozambique Program should bring to the attention of the Program Aid Partnership the need to put in place a method or system for sharing information regarding donor missions to Mozambique in order to reduce their overall number and increase joint analytical work by international organizations in sectors and themes of common interest.</p>	<p>5.1.1 Agreed. CIDA will participate in the Nordic Plus group looking at the role of civil society within Mozambique.</p> <p>5.1.2 The Bilateral Program will design an initiative to support Mozambican civil society, inter-alia, in policy engagement. This support will be focused in CIDA's priority areas of programming.</p> <p>5.2.1 Agreed. CIDA will continue to be an active member of the Task Force on Working Groups and Division of Labour which has established such a system.</p> <p>5.2.2 In the spirit of mutual accountability, all Program Aid Partners in Mozambique are assessed on their application of the Paris Principles on an annual basis. CIDA will undergo this rating annually, and strive to improve its scoring year by year.</p>	<p>5.1.1 Bilateral Program (field lead)</p> <p>5.1.2 Bilateral Program (HQ lead)</p> <p>5.2 Bilateral Program (field lead)</p>	<p>5.1.1 Ongoing</p> <p>5.1.2 April 2010</p> <p>5.2.1 Ongoing</p> <p>5.2.2 Annually</p>
<p>6. (Cross-Cutting Issues)</p> <p>Given the already good credibility the CIDA program has regarding gender equality, consider developing a strategic approach including dedicating the necessary level of financial resources to be even more effective</p>	<p>6.1 Agreed. CIDA will maintain the services of a full time gender advisor. In the CDPF 2010-2014 gender has been reaffirmed as one of two key cross cutting issues.</p> <p>6.2 Agreed. CIDA's role in promoting gender equality in Mozambique begins at the outset of project or program development. CIDA personnel will ensure that project proposals are evaluated through a gender-sensitive lens, and that the project's results-based management plan contains gender-sensitive results and indicators, in addition to adequate resources.</p>	<p>6.1 Bilateral Program (field lead)</p> <p>6.2 Bilateral Program (all)</p>	<p>6.1 and 6.2 Ongoing</p>
<p>7. (Performance Management)</p> <p>The Mozambique Program should strengthen the overall performance management of project interventions to make them more results-based and improve tracking and reporting on results especially regarding outcomes and impacts. This could include providing results-based management (RBM) training to staff and partners.</p>	<p>7.1 Agreed. Through the improved Logic Model and Performance Measurement Framework templates, CIDA will improve its results tracking at the initiative level. At the Program level, results will be reported through the annual Country Report Card.</p> <p>7.2 The Program will build capacity on RBM with its staff and partners, including through potential trainings offered in conjunction with partner forums.</p>	<p>7. Bilateral Program</p>	<p>7. FY 2010-2011</p>

<p>8. (Joint Review Process) The Mozambique Program should work in tandem with other actors of the international community to streamline the Joint Review process in place in Mozambique to make it less cumbersome, while complementing it by other evaluation activities in order to respect the principles of impartiality, independence and rigour. This should include strengthening the “accountability system” of the GoM and the capacity of other local actors.</p>	<p>8.1 Agreed. CIDA will continue to actively engage within the G-19 structure, a key objective of which is to strengthen GoM accountability systems, for example, statistics collection, procurement and audit systems. A series of internationally-accepted accountability measures are undertaken regularly within Mozambique, including the PEFA, PETS, and CPAR.</p> <p>8.2 Through participation in the G-19 structure, CIDA will play a role in refining the structure of the GoM plan that will replace the PARPA in 2011 and beyond. It is expected that the Performance Assessment Framework will be reformulated to take into account changes to the PARPA approach. In 2009, a review of the PARPA was commissioned, but did not meet the requirements of an evaluation. Donors have asked the GoM to build an independent evaluation to be built into the future PRSP cycle.</p> <p>8.3 CIDA will explore the possibility of using a new civil society funding mechanism to strengthen in-country accountability systems.</p>	<p>8.1 Bilateral Program (field lead)</p> <p>8.2 Bilateral Program (field lead)</p> <p>8.3 Bilateral Program (HQ lead)</p>	<p>8.1 Ongoing</p> <p>8.2 In lead up to 2011 and beyond</p> <p>8.3 April 2010</p>
<p>9. (Delivery Mechanisms/Channels) 9.1 The Mozambique Program should maintain the relative balance regarding the use and management of different delivery mechanisms, taking into account their strengths and weaknesses based on an assessment of risk as well as the results that the Mozambique Program aims to achieve in its next CDPF.</p> <p>9.2 The Program should work in tandem with other actors of the international community in order to improve General and Sector Budget Support regarding the effectiveness in attainment of results, as well as the sustainability and inclusion of cross-cutting issues.</p>	<p>9.1 Agreed. The Mozambique Program will continue to maintain a balance of delivery mechanisms. The program will anchor its choice of instruments in the achievement of results, as well as on the mitigation of risks.</p> <p>9.2 Agreed, see 8.2.</p>	<p>9.1 Bilateral Program (field lead)</p> <p>9.2 Bilateral Program (field lead)</p>	<p>9.1 Ongoing</p> <p>9.2 Ongoing</p>